Workplace Well-being
The Challenge

Report of the COSO Sub-Committee on Workplace Well-being

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Letter from the Chairperson:

In October 1999, the Clerk of the Privy Council, Mel Cappe, established three deputy-level committees to look at recruitment, retention and learning issues in the Public Service of Canada. He asked Peter Harder, the then Secretary of the Treasury Board to lead the committee examining retention, and to identify ways to improve the work environment and working conditions for federal public servants. I was pleased to take on this responsibility when I replaced Mr. Harder in April 2000.

The Committee of Senior Officials (COSO) Sub-committee on Workplace Well-being set about its work by examining the results of the Public Service Employee Survey, by participating in learning events with all Deputy Ministers where we heard from some noted experts and shared best practices amongst us, and by asking for advice and suggestions from a group of departmental, central agency and union representatives.

All members of the COSO Sub-committee on Workplace Well-being recognized the importance of our task. Our discussions were lively, informative and honest. We learned from each other and all of us took ideas back to our home organizations. We were also impressed by the wide and varied range of workplace improvement activities already underway and a sample of these is appended to our report.

Workplace well-being is an issue for all of us. We must work individually and collectively within our work units and organizations to make improvements. But some issues require attention at the most senior levels of the Public Service. Our report tries to address a number of these corporate issues.

We know that there is much to be done to improve the workplace. We are also aware that our employees are already working at peak levels and that their capacity to undertake more initiatives – no matter how beneficial they might be – is limited. Therefore, we have chosen to concentrate first on a few initiatives in those areas where we believe immediate attention would be most effective.

I would like to extend a special thank you to the members of the Survey Follow-up Action Advisory Committee for their thorough analysis, advice and well-thought-out recommendations. I would also like to personally thank all the members of the COSO Sub-committee on Workplace Well-being, and particularly its first Chairperson, Peter Harder, for their support, input and participation. As well, I would like to thank all those who have supported the Committee's work, including those who made presentations, those who organized meetings and those who have provided advice and ideas.

Frank Claydon
Chair, COSO Sub-committee on Workplace Well-being

Members of the Committee of Senior Officials (COSO) Sub-committee on Workplace Well–being

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Workplace Well-being – the Challenge

Workplace well-being is about many things: it is about people having meaningful and challenging work to do with an opportunity to apply their skills and knowledge; it is about working effectively with colleagues and managers; it is about a work environment that is safe and healthy, that is respectful of individuals and their different circumstances, including the need for work-life balance, and where people have the tools they need to get the job done; it is about being fairly compensated, both in terms of salary and benefits; it is about having learning opportunities and possibilities to achieve personal career aspirations. Workplace well-being is about all of this and more. But it comes down to one simple fact: when employees are satisfied with their work environment and working conditions, they can make their best contributions and provide high quality services and programs to Canadians.

This important linkage was recognized in the Speech from the Throne, when the Government of Canada declared its intention:

> To ensure that the Public Service of Canada remains a strong, representative, professional and non-partisan national institution that provides Canadians the highest quality service into the 21st century, the Government will focus on the recruitment, retention and continuous learning of a skilled federal workforce.

In his *Seventh Annual Report to the Prime Minister on the Public Service of Canada*, the Clerk of the Privy Council, provided further clarification:

> We need to create an environment where all public servants are excited about their work and look forward each day to serving Canadians. We need to attract and retain Canada's best and brightest minds to ensure the best policy advice. We must motivate a whole generation of promising new graduates to consider a career in the Public Service. We must provide all employees with the opportunities and the support they need to develop and learn. We must become more of a learning organization, focussed on continuous improvement. Canadians and parliamentarians deserve nothing less.

This vision is the guiding spirit behind the work of the COSO Sub-committees on Recruitment, Learning and Development, and Workplace Well–being.

Why now?

The past few years have been challenging ones for the Public Service. We have undergone restructuring and reorganization, program and priority changes, compensation freezes and downsizing. Most public servants have been personally and professionally affected by these changes and there is no doubt that morale has suffered. If providing high quality services to Canadians is our goal, we must pay attention to restoring a positive environment, improving workplace conditions and putting the needs of employees at the forefront.

This is all the more important when we look at the future. We all know that our world is becoming more complex, that technology is changing not only the way we work but also the

very nature of it. E-government will bring fundamental shifts in how government operates and how public servants interact with citizens. While we understand the direction of change, we do not know what the outcomes will be. In such an environment, our ability to be flexible, to learn and adapt, to respond to challenges and above all to keep focussed on meeting the needs of Canadians, will be critical. This can only be realized if we are supported by a positive working environment.

Starting in the next few years, we will begin to see the departure and retirement of a generation of employees hired in the 1960's and early 1970's, the "baby boomers". As we begin to replace these employees, we will find ourselves in competition with other employers who are facing the same workforce dynamics. Many factors go into an individual's decision to seek employment with a particular employer or remain with a current one. We know that many of these factors relate to workplace well-being issues: challenging work, supportive work environment, quality of leadership and so on. Thus, workplace well-being is clearly a business imperative, helping us to compete successfully with other employers.

Our Approach

In November 1999, the results of the Public Service Employee Survey were released. Since the Survey addressed many issues related to workplace well-being, we had available to us a very rich bank of information that provided a starting point for our work. The Survey results are available at www.survey-sondage.gc.ca. To assist us with our analysis, we established the Survey Follow-up Action Advisory Committee (SFAAC) with representatives from departments, agencies, central agencies and unions. SFAAC analysed the Survey results in detail, identified key priorities and recommended actions for us to consider. In carrying out its work, SFAAC consulted with departmental Survey Champions and organized events to share best practices. We compliment SFAAC on its excellent work and the collaborative process it employed and we are pleased to endorse its report generally (Appendix A).

In addition to the SFAAC work, in our individual roles as Deputy Ministers and Heads of Agencies, we held discussions within our own organizations. We established various working groups to follow up on the Survey results and developed departmental action plans. We identified areas where we would need corporate support to help us achieve our goals. We then brought this information to Sub-committee meetings to share and be considered for inclusion in our report.

We held four learning events for Deputy Ministers and Heads of Agencies. We had presentations from noted experts who challenged us to think in new ways about issues such as diversity in the workplace and the importance of career development. We had lively discussions, sharing and building on each other's ideas.

Work already underway

During our deliberations, we reviewed the impressive array of activities and initiatives already underway or planned at both the corporate and the departmental/agency levels. For example, the Universal Classification Standard (UCS), when fully implemented, will replace an outdated job classification process with a simplified system that reflects the roles and values of a

contemporary Public Service. We recognize the importance of more involvement by the DM community and their senior managers in addressing the practical aspects of UCS implementation. This means developing a better understanding of how the long-term opportunities and benefits of modernizing human resources outweighs any perceived short-term impacts on productivity, morale and retention. Managers will need to be trained to understand the impacts of UCS on their organizations, particularly with respect to service delivery. From a change management perspective, they will need to be able to brief all their employees on the content of their work descriptions and the "why" of the results of the new group and level. Efforts are underway to streamline staffing processes and to place more emphasis on the important values underlying merit-based staffing (competency, non-partisanship, representativeness, fairness, equity and transparency). Leadership training programs are being revamped and new courses are being offered. Efforts are underway to better support the ability of employees to work in the official language of their choice. Increased emphasis is being placed on diversity and moving towards a representative public service. Events such as National Public Service Week and the Awards of Excellence ceremony demonstrate to public servants and to Canadians the tremendous range of public service activities undertaken on their behalf and the dedication and enthusiasm that public servants bring to their work. Benefits for those travelling on Government business have recently been improved and pension survivor benefits have been extended. A new program to facilitate employees' return to work after prolonged absences has been developed and implemented in several departments.

As well, the range of activities being undertaken in departments and agencies is extensive. Annex B includes a list of many of these activities. We encourage you to identify which of the many ideas might be suitable for your own workplace.

What have we learned?

Through our analysis, our discussions and through the advice and suggestions of many parties, we realized that while there are many workplace issues that are being addressed at both the corporate and departmental levels, there are certain areas where concerted attention must be paid. We also recognize that the capacity of central agency and departmental staff to take on additional responsibilities at this time is limited. Accordingly, we have accepted the recommendations of the Survey Follow-up Action Advisory Committee to focus first on the following areas. Within each area, we have selected some key activities as the focus for immediate attention. These are:

- Workload
- Fairness in selection process
- Harassment and discrimination
- Career development and learning

While accepting the recommendations of the Survey Follow-up Action Advisory Committee to focus our report around these four key areas, we are conscious of the fact that there are many other elements contributing to workplace well-being.

Workload is the #1 concern

In all parts of the Public Service and at all levels, workload is a problem. Many employees who responded to the Public Service Employee Survey felt that the quality of their work suffers because of the requirement to do the same or more work with fewer resources (50%); and because of unreasonable deadlines (29%). A full 49% said that their workload is not reasonable. Twenty per cent of employees reported working unpaid overtime during the past year either always or often; a further 23% reported "sometimes".

Not only is workload in and of itself a concern but it also affects other workplace conditions. For example, when there is too much work to do, employees may not get the training they require or career development opportunities they would like. When deadlines are unreasonable, employees are more likely to feel that they are being harassed, balancing work and personal lives becomes more difficult and overall enjoyment of work is lessened. Thus, addressing the workload problem is a prerequisite to making other improvements in the workplace.

There are several aspects to be dealt with:

- Heavy workload, particularly where Program Review has cut people but not work;
- The aggregate impact of corporate initiatives;
- Concerns that existing practices and processes add work because they prevent people from doing their jobs efficiently.

Heavy Workload in Departments

We must find ways to realign priorities within available resources. We can do this by assessing:

- which initiatives are in line with strategic directions and corporate goals;
- whether an initiative is of such a priority when assessed against competing demands that it merits a reallocation of resources;
- whether the service or program can be delivered differently, perhaps through the use of a new technology; and
- how to better sequence the range of departmental initiatives.

Therefore, we are asking departments to adopt processes for the continuous assessment of competing demands, balancing departmentally mandated responsibilities with critical corporate requirements. In those cases where workload is a major contributing factor to a specific program integrity concern, departments have an opportunity to raise these issues with the Treasury Board Secretariat for consideration by ministers.

Statistics Canada has developed a project-based cost accounting system as the cornerstone of an annual project-based planning system designed to explicitly discontinue some activities and initiate others – all within the constraints of available resources and with allowances for efficiency gains.

The Canadian International Development Agency, to address workload issues, implemented an action plan for revising work priorities, reviewing Agency practices regarding overtime and revising its business processes.

Workload from Corporate Initiatives

By corporate initiatives we mean such activities as the Financial Information Strategy (FIS), the Universal Classification Standard (UCS), the Sustainable Development initiative, functional community management, the Values-based Merit Framework for Staffing, horizontal policy reviews and consultations, and requests for information such as communications and advertising plans. While all of these are important, we recognize that when imposed on top of already-demanding departmental workloads, they can become a burden. Accordingly, as an immediate priority, we are recommending that:

Central agencies, in consultation with departments and agencies, develop a corporate vision to be used as a framework through which to view competing demands, and to set priorities and sequencing that will allow us collectively to deliver on our key strategic directions.

Central agencies ensure that all major corporate initiatives have clearly defined and achievable results that are clearly linked to our overall directions. This will be an on-going requirement.

On an on-going basis, central agencies assess all new corporate initiatives, prior to their initiation, to determine:

1. the overall workload implications for individual departments;
2. the relative priority to be given to this initiative in relation to others and its likely impact on delivering existing initiatives;
3. resourcing implications.

Workload related to practices, processes and policies

In the Public Service, there are many areas where corporate policies or processes have been put in place to ensure accountability to the public or to reflect important Public Service values, e.g. to protect the merit principle or to ensure appropriate financial management. While the Public Service must continue to be concerned about such issues, there is a general sense among public servants that the way in which policies are implemented can represent a significant barrier to achieving results in a world of rapidly changing demands and opportunities. Therefore, we are recommending that:

Central agencies assess the policy or regulatory changes that could be made in selected areas to reflect a more modernized, results-oriented approach. This assessment should include:

1. how to improve Treasury Board policies on leave and flexible work arrangements, and to ensure managers are fully aware of the tools and flexibility's available within current policies, in order to assist employees to better balance their work and personal lives;
2. how to improve on recently-approved changes to the Treasury Board Travel policy to build in additional flexibility;

We encourage departments and agencies to examine their internal policies and practices from the same perspective.

In addition, central agencies will, in consultation with all interested stakeholders, undertake to modernize the human resources management system to meet the changing needs of the workplace.

Various modernization initiatives are already underway, e.g. staffing, classification and pension reform, external reviews of labour-management relations and executive compensation. Recommendations flowing from the work of this sub-committee, as well as the COSO sub-committees on recruitment, and on learning and development, will bring further impacts. It is also critical to ensure that evolving needs related to e-government and workplace of choice are taken into account.

As an important first step to system reform, we need to examine how best to integrate the various modernization initiatives into an HR management regime that will meet the needs of the future. An initial assessment is targeted for completion by Spring 2001.

In the meantime, central agencies will continue to look for opportunities to harvest and implement early results from the various modernization efforts already underway.

Other Opportunities to Address Workload

As leaders of our organizations, we will establish, and will encourage our colleagues to establish, overtime policies that respect collective agreements. We will immediately implement approaches to workload management in which overtime is not an automatic response to workload pressures.

The Treasury Board Secretariat will review current award programs to see whether more can be done to encourage employees to innovate and make productivity improvements in their workplaces. We encourage departments to review their internal programs with similar objectives in mind.

Fairness in the selection process

We are concerned that 30% of employees who responded to the Public Service Employee Survey do not believe that the process of selecting persons for positions in the Public Service is done fairly in their work units. Forty-seven percent do not believe they have a fair chance of getting a promotion given their skills and experience. The perception of unfairness in how we select or promote employees can negatively affect our ability to attract new recruits or retain our current employees. Research that the Public Service Commission (PSC) has conducted in this area also shows that complaints about fairness in the selection process often arise from factors that go well beyond the staffing process. At the same time, we know that managers, trying to staff positions, often find processes to be cumbersome and inefficient.

In line with the Public Service's move to results-oriented, values-based management frameworks, the PSC is seeking to promote a values-based approach to staffing. Deputy Heads of Departments and Agencies covered by the *Public Service Employment Act* (PSEA) have, through

Staffing Delegation and Accountability Agreements, extensive delegated staffing authority which, in most cases, is sub-delegated to their hiring managers and human resource advisors. This wide-ranging delegation, framed by a values-based approach, offers the potential for departments to create staffing systems tailored to their specific business requirements, while addressing staff concerns relating to fairness and transparency.

The PSC will continue to move from prescriptive to framework policies and to develop tools to enable managers to ensure that their staffing processes are fair and transparent. However, in a delegated system, the concerns and creative ideas of departmental managers and human resources advisors are essential.

The PSC calls on all departments and agencies to quickly identify their concerns about the staffing system and bring forward to the PSC proposals for specific changes. The PSC will work as rapidly as possible with such departments and agencies to create staffing systems tailored to their specific business requirements while respecting fairness, equity and transparency.

Foreign Affairs and International Trade Canada now announces openings for all assignments at headquarters and at its missions abroad through its Intranet. This initiative creates greater transparency in the assignment process and enables non-rotational staff to have greater access to assignments.

As part of an educational effort aimed at eliminating discrimination in staffing, Canadian Heritage managers will participate in various diversity sessions, including workshops such as "*Interviews without Prejudice*".

Environment Canada's Prairie and Northern Region developed a staffing toolbox. Available on a web site, managers have quick and easy access to various tools to assist them in developing statements of qualifications, assessment methods and behavioural-based questions to be used in interviews. The web site is also available to employees who can use material to prepare for interviews. The bilingual version is available for use at the national level.

Statistics Canada has developed an Executive Selection and Development Program designed to ensure that new EXs acquire the broad spectrum of competencies required at the EX-2 level. Although staffing of the EX-1 pool positions continues to be non-delegated remaining under the authority of the PSC, the promotional process to appoint program participants from the EX-1 to the EX-2 level is currently being co-managed by Statistics Canada and PSC for the first intake, with consideration for full delegation thereafter.

Harassment and discrimination

We believe that a respectful workplace is a fundamental underpinning of workplace well-being and that harassment and discrimination cannot be tolerated. Harassment is the result of problematic interactions between peers, between employees and managers or between employees

and clients; discrimination relates to a lack of respect for diversity, leading to unfair treatment by individuals or institutions.

Twenty per cent of employees responding to the Public Service Employee Survey reported having experienced harassment in their work unit while 18% had experienced discrimination. With respect to the latter, aboriginal peoples, persons with disabilities, members of visible minorities and members of operational occupational groups were even more likely to report a history of discrimination.

Given the importance of these issues, we recommend that:

Deputy Ministers, Agency Heads and other Public Service leaders commit to making ongoing efforts to reinforce the importance of respect in the workplace, including the need for harassment- and discrimination-free workplaces, in their communications vehicles and speeches.

The Treasury Board Secretariat accelerates the current review of the harassment policy and design training and awareness approaches for all public servants. The revised policy will clarify what is meant by "harassment", representing an important statement of our corporate values. The policy review should be concluded by Fall 2000 and training will be conducted on an on-going basis.

In 1996 Justice Canada established an independent Office of Conflict Management responsible for providing impartial advice to employees and managers, conducting workplace assessments and awareness and training sessions, as well as managing mediation and investigation processes. This year Justice created the Federal Centre for Conflict Management in the Workplace, accessible to all federal departments and agencies offering expert advise and a range of services, on a cost-recovery basis, in the field of conflict management and harassment in the workplace.

Natural Resources Canada launched mandatory, half-day harassment awareness sessions for employees in 1999. To date over 3,400 employees have attended.

Career development and learning

We have spoken about the need in an environment of almost constant change, to learn and adapt, to innovate and bring creative solutions to the needs of our clients. Yet, of those employees who responded to the Survey, a sizeable proportion indicated a need to learn more about providing services to clients (55% responded "a lot" or "somewhat"), using job-related software (75%), about teamwork skills (57%) or about their organization's direction and how it applies to their work (66%). Not only must we meet the learning needs of our employees, but we must also ensure that our organizations embrace learning and use the knowledge gained by their members to improve processes and performance. We encourage you to read the two reports prepared by the COSO Sub-Committee on Learning and Development. These reports, entitled *A Public Service Learning Organization: From Coast to Coast to Coast, Directions for the Future* and *A Policy Discussion Paper*, can be found at www.survey-sondage.gc.ca. Sixty-nine per cent of employees also told us that while they are generally satisfied with their careers, they believe that

their supervisors do not do a good job of helping them develop their careers (45%), and are reluctant to ask for developmental assignments (33%).

> At Agriculture and Agri-Food Canada every employee has the opportunity to have a personal career plan. Numerous career planning workshops and workshops for managers as career coaches supplement this initiative. As well, a mentoring program pilot is being implemented. Agriculture and Agri-Food Canada also has an Aboriginal counselling program

Career development is an integral part of a learning organization and in the long run benefits our clients. Career development is about increasing our capacity to deliver results to Canadians through increasing the knowledge, skills and experience of our employees. Therefore,

We recommend that departments define and publish policies that will ensure access to career planning, developmental and training opportunities. As is done now in some organizations, a minimum amount such as 5% of budget or 5 days of training annually could be dedicated to this need. We also ask departments to commit to working with their employees to develop individualized career plans, reflecting the commitment of the organization to the individual and the commitment of the individual to developing his or her career potential. We ask departments to implement an approach to career planning as quickly as possible.

Not a conclusion but a start

In the foregoing, we have chosen some initial activities to address many of the Workplace Well-being issues identified by public servants. We have committed ourselves to action and we are encouraging our colleagues to do the same. We realize these are small steps in what must be a longer journey. We hope that this report will help to bring about further changes as we continue to respond to the results of the employee survey and to the changing needs of the workplace. We fully intend to move on to other initiatives as these are completed.

We welcome your feedback and suggestions on this report or any other workplace well-being issue. Please contact us at the following Internet address: survey-sondage@tbs-sct.gc.ca.

Check it out!

The Public Service Employee Survey website has been updated. Have a look at www.survey-sondage.gc.ca for:

- the COSO Sub-committee Report on Recruitment
- the COSO Sub-committee Report on Learning and Development
- HR Strategies in Times of Change, a compilation of departmental best practices addressing various workplace issues
- information about upcoming Organizational Improvement Learning Series, sponsored by the Treasury Board Secretariat and designed to follow-up on corporate issues identified in the Survey and support the Public Service goal of becoming an exemplary workplace.

Annex A

Open to New Ideas

Suggestions for follow-up action
to the Public Service Employee Survey

The report of the Survey Follow-up Action Advisory Committee
May 2000

Members of the Survey Follow-up Action Advisory Committee

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Preface

The Survey follow-up Action Advisory Committee was created in November 1999 by the Chair, Sub-committee on Workplace Well-being, of the Committee of Senior Officials. The Advisory Committee was established immediately after the results of the Public Service Employees Survey were released, to recommend follow-up action by central agencies and corporate action required across the federal government. Recommendations for actions to be taken in each department and agency were developed within these institutions.

The Committee was constituted to represent the interests of the employer, other central agencies, unions representing employees, and large and small departments and agencies. Committee members worked together to find their common interests in addressing all of the challenges and issues raised by the survey results. We believe that the collaborative approach we took in issue analysis and the development of our recommendations can serve as a model for survey follow-up actions across the government.

The Advisory Committee's work was only one piece of the federal government's significant Survey follow-up efforts. In addition to the work of departments and agencies, individual managers opened up dialogue with their employees to determine how the results should be interpreted and dealt with in their organizational units. Deputy Ministers and Agency Heads got together at Survey Learning Events to consider what the results mean for their departments and agencies and for the government as a whole. The Committee sponsored two half-day meetings with Survey Champions to share best practices. The Survey was a catalyst for dialogue and for meaningful change. In the short period that has elapsed since the publication of the Survey results in November 1999, managers and employees across the Public Service of Canada have become more aware of the need for greater collaboration to make long-term changes in certain areas and for quick action in others. As part of the Survey Learning Events, a summary report was also prepared by Treasury Board Secretariat in February 2000 that highlights an impressive, wide-ranging series of plans and actions being undertaken by departments and agencies.

We are pleased to add our voices to those calling for constructive change to make the Public Service of Canada an employer of choice. We believe that it is in the interests of all Canadians to ensure that their federal government workforce has the tools, training and other operational supports it needs to continue to serve citizens well. Excellence in service and efficiency are the ultimate goal of the Survey and all follow-up efforts. We also look forward to continuing to offer ideas to make future surveys powerful instruments of change.

Executive Summary

The Survey Follow-up Action Advisory Committee was established immediately after the results of the Public Service Employees Survey were released, to recommend follow-up action by central agencies and corporate action required across the federal government. We are pleased to add our voices to those calling for constructive change to make the Public Service of Canada an employer of choice.

The Committee explored possible responses to problem areas by examining tools and approaches that have been developed by and for the federal government. We also consulted with the Survey Champions in every department and agency and obtained their input on what needs to be done at the corporate level. The Committee chose to focus on the following four priorities for immediate and long-term action:

1. Workload
2. Fairness in the selection process
3. Career development and learning
4. Harassment and Discrimination

Workload is the key issue

The evidence we have reviewed leads us to believe that workload is the primordial issue affecting the quality of life in the Public Service of Canada. We believe that urgent action is required to make workloads more reasonable and to alleviate workplace stress. Addressing the workload issue can, we believe, lead to improvements in all four priority areas.

The culture of excessive workload starts at the top and is inculcated through all levels. A new cultural norm must be created that values employees' personal and family lives as much as their professional contributions. We believe that this issue is so important that it merits the attention of all Deputy Ministers and Heads of Agencies, and the Clerk of the Privy Council, all of whom, we believe, are prepared to act on it.

The problem is particularly acute at the executive level. Employees in the Executive group reported more dissatisfaction with respect to workload than any other group responding to the survey. Their model of excessive work hours, the belief that they must always be available if they are not in meetings or travelling, and their lack of flexibility in their own work arrangements is a negative influence on staff who are dealing with excessive work pressures of their own. If the leader in a work unit is constantly working evenings and weekends, and taking few holidays, that is the model employees will try to emulate. The inevitable consequences are stress and overtime.

There are various ways to deal with excessive workload without requiring constant overtime from employees. The government must decide whether more people should be hired in specific areas to handle new programs, improve service levels or respond to numerous emerging priorities. Work processes need to be reviewed in the wake of downsizing exercises that eliminated many support positions.

Today's Public Service works collaboratively on almost all issues. While technology enables these processes by allowing workers to communicate instantly with colleagues in other departments, elsewhere in the country or the world, it also raises expectations that employees can work at the speed of the technology. That is not always possible.

To meet deadlines and service standards, the smaller Public Service of the 1990s resorted to the hiring of short-term workers and contract personnel. This "contingent" workforce has increased significantly in recent years. At the same time, full-time employees have lost out on these assignments and the opportunities for career development that they represent.

Fairness in the Selection Process

The perception of unfairness in selection processes can negatively affect the ability of the Public Service to renew itself, especially when it comes to the recruitment of young people. The Public Service Commission has recently underscored the need for a values-based approach to staffing which it believes provides the foundation for addressing concerns of perceived unfairness in the selection process that were raised in the Survey. The Commission wants to engage players across the system on how to implement this approach. While these changes are welcome, and more fundamental changes to the system may also be in the offing, they are likely to take years. The system needs additional support now.

In line with the model of collaboration and openness that we recommend in all follow-up actions to the survey, we suggest that managers meet with union representatives and employees to discuss plans for staffing actions over the coming year, including informal staffing measures such as developmental assignments. Consultation before the fact can go a long way to reducing perceptions of unfairness.

We were impressed with the work of the Joint Employment Equity Committee of the National Joint Council who have produced a report offering recommendations to improve support to equity group members through changes to workplace policies and procedures. These recommendations will have an impact on both fairness in the selection process and on the broader issue of discrimination and inclusiveness.

Career development and learning

The third generation of leaders will use career development as a standard measure for Employers of Choice. Career tools attract and retain employees. Government can provide people with interesting and varied careers with good developmental prospects. Today, developing a career path within government is not an easy task. What's the right thing to take? People need guidance and support to create satisfying careers in our workplace. We need to enhance our "career consultant capacity" with people who have knowledge of Public Service career opportunities.

We also need management decision-making regarding access to time and financial support for learning and career development activities to expand to a greater horizontal focus. The governments' future human resource needs requires the attention, collaboration and contribution from all departments.

How can we show that developing careers is good for the future of the Public Service? One response is to formally recognize managers who support employee development. Perhaps we enhance their accountability through the performance review process? We could also send a strong message by establishing individual learning and career development accounts. By announcing a minimum percentage of budget allocation or a minimum number of days required for career development we would demonstrate its important role in peoples' daily work.

Mobility, for the purposes of career development, is another area that requires us to rethink our travel and relocation regulations. We need to create new policies that reflect trust and true partnerships with employees.

We recognize the importance of bridging programs to provide opportunities for employees to develop their careers. We note the success of the Computer Science (CS) Bridging program. We also support the Joint Career Transition Committees as a good model of collaboration between management and the unions in facilitating career mobility both within the National Capital Region and in the regions.

Harassment and Discrimination

Harassment in the Public Service of Canada has been found to be predominantly the result of problematic interactions between peers or between employees and clients or employees and contractors, based on sources other than the Survey. Discrimination relates to a lack of respect for diversity, sometimes leading to unfair treatment by individuals or institutions. In both cases the creation of a respectful work climate can go a long way to avoiding inappropriate treatment. In both cases the acceptance of diversity in all its forms can lead to much less potential for abuse.

We believe that all orientation sessions and supervisory and management training programs should include modules on harassment and discrimination. It would be useful to bring employees into these particular sessions of management training programs so that employees and managers can explore the issues together, develop a common understanding of the acceptable bounds of workplace interactions and discuss what constitutes a respectful workplace.

The Public Service is currently revising the policy on harassment, including a review of the definition of the term. We believe that this review is timely and important. Given that operational employees have experienced more problems than others, central agencies should be sensitive to the need for innovative approaches to communicating the new policy to all employees, including those not in a position to take a half-hour off the job to read a 20-page booklet on the subject.

When harassment is a fact, people need somewhere to go—a neutral space for employees facing a difficult situation related to the workplace. Existing resources for conflict resolution can be modelled across the Public Service and made available to small agencies. People don't necessarily want to sever work relationships when there is a problem. They want to be able to work in peace. Where a situation is so serious that it precludes the reestablishment of an effective working relationship, however, consequences for the perpetrator should be clear.

General Recommendations

As we reviewed our recommendations on the four priorities, we have identified a few others that are more general in nature and respond to all these priorities.

Firstly, the intent of a number of our recommendations is to ensure that in a rapidly changing world the people issues facing the federal government are given as much emphasis as the program and policy issues. We know that Deputy Ministers and Heads of Agencies share this concern. We believe that the best results in policy development and in program delivery are due directly to the efforts and dedication of a well-motivated and well-trained workforce. Therefore, we see an opportunity, as the federal government moves to a more focussed approach to business planning and reporting, to ensure that human resource plans become an integral part of these plans. Business plans should integrate, not add as an appendix, specific sections detailing the career development and other workplace issues critical to ensuring that employees can deliver results.

We also see an opportunity in the new Performance Management Program for Executives to include ongoing commitments in the performance agreements of all executives with respect to their plans for responding to the key issues raised by employees in the survey. We also believe that the performance agreements of all managers at all levels should include such commitments.

Our final two recommendations deal with the next steps in preparing for the next Public Service survey.

We have found the work in this Committee to be rewarding and productive. We believe that the Committee should continue to provide guidance and advice in implementing the next survey. We also think that it is time to test the impact of the first survey. We recommend that a "mini-survey" be conducted by Deputy Ministers and Heads of Agencies to ascertain whether employees have been and continue to be engaged in a dialogue for change since the survey results were published.

Observations

Review of Legislative Framework

The survey results speak to underlying problems with workplace relationships in the Public Service. The current legislation and regulations provide a framework that imposes a great number of rules and procedures that discourage collaboration between management, employee representatives and employees on the priorities identified by the Survey. As individuals work to comply with rules, they tend to lose the desire to develop solutions based on the shared values and interests of managers, employees and their representatives. Effective consultation and collective bargaining can provide the problem-solving venues needed to address many issues brought to light by the Survey. We believe that longer term solutions lie in putting in place the appropriate structure to support this. This may require a review of the legislative framework with a view to creating more flexible, less prescriptive legislation that empowers the parties to resolve workplace issues.

Impact of Separate Employers on Career Mobility

With the advent of alternative forms of service delivery and the creation of separate employers, the potential for developmental opportunities has decreased. Because the different employers operate under different legislative and human-resource regimes, special action needs to be taken to ensure that barriers to mobility are eliminated.

Universal Classification System

We would like to see the federal government use the opportunity provided by the introduction of the Universal Classification System to change the staffing and career development culture. With the move to fewer occupational groups and fewer levels there will be more opportunities for lateral mobility. If employees and managers can see the advantage of a career with more solid, broadly based experience and if we can streamline the promotional process, we believe we can change employees' negative attitudes toward staffing and developmental opportunities.

Conclusion

While all of the priority issues identified by the Advisory Committee are complex, all can be traced, in some way, to workload. There is a need for greater openness, dialogue and engagement about common interests in workplace well-being and organizational effectiveness at all levels of the Public Service. As individuals, the Advisory Committee members represent organizations with often widely differing views. Our hope is that, as our task ends, our model of collaboration between managers, union representatives, large departments, small agencies and central agencies can serve as an example to all who work to improve our workplace. We know, of course, that employees and union members are, in fact, the same people and that managers and employee representatives all want to do their best to the benefit of all Public Service employees. We have found that the very act of exploring difficult issues together helped us develop common views that serve our disparate interests. Our experience as members of the Advisory Committee makes us optimistic that effective action can be taken quickly, even on difficult issues such as those we have explored, to make ours a workplace of choice.

Our Recommendations

Workload and overtime

1. Deputy Heads of Central Agencies take the lead, followed by Deputy Ministers and Heads of Agencies, on managing priorities by developing a priority-setting process for integrating initiatives, assessing the compounding effects of multiple priorities, the reasonableness of deadlines and timeframes, and the impact on employees.

2. Deputy Ministers and Heads of Agencies reinforce the overtime provisions of collective agreements and create a climate in which overtime is not an automatic response to workload problems.

3. Deputy Ministers, Heads of Agencies and their senior management teams take ownership of the workload issue and all those who manage others walk the talk on policies for work – personal life balance. Supervisors and managers at all levels who enable employees to balance their professional and personal lives should be rewarded.

4. Managers at all levels proactively raise issues of balance between individuals' professional and personal lives. One means is to offer flexible work arrangements. If individuals or groups of employees are denied access to these arrangements, managers document the reasons.

5. A review of all current corporate level committees be conducted to reassess their continued relevance, clarify their mandates and time frames, improve ways of working together and reduce duplication of effort. Work methodologies should be adjusted to achieve collaboration without excessive burden on employees working in these collaborative arrangements.

6. An organization and methods study be conducted as a pilot on the use of e-mail and other technological communication tools to ensure that they serve to reduce workload, not increase it. A government-wide protocol should be developed with supporting training programs to ensure the efficient use of technology.

7. (a) Legitimate and well-documented requests for human resource increases to manage new and ongoing programs be recognized and supported. An impact statement on human resources should be included in all Cabinet Submissions, Program Integrity and other budget exercises, and reinstated in all Treasury Board submissions.

   (b) Dedicate a fixed minimum amount of dollars provided to Government-on-line and other external service improvement initiatives to support employees through the necessary training and skill development to provide these new on-line services.

8. A study be conducted on stress in the workplace under the auspices of the National Joint Council to establish a baseline on stress-related leave and the impact of stress on productivity.

9. Seriously explore the possibility of establishing corporate pools of indeterminate employees available to departments/agencies for short-term assignment resulting from excessive workloads.

Fairness in the selection process

10. (a) All hiring managers proactively consult with employees and employee representatives on overall staffing strategies to increase fairness and transparency in the staffing process.

    (b) All Deputy Ministers and Agency Heads regularly consult with employees and employee representatives on ways and means to make their organizations' staffing systems more transparent and inclusive.

    (c)The Public Service Commission and departments/agencies work together to increase employees' confidence in the fairness and transparency of the selection process.

11. Staffing be regularly audited and/or monitored by departments/agencies, specifically with respect to openness and communications with staff, and employees' access to developmental opportunities, especially in groups such as operations where there is a particularly high perceived lack of fairness. Results be shared with employees and their representatives and remedial steps taken as required.

12. Support be given to the general findings and any endorsed action plan coming out of the National Joint Council's Joint Employment Equity Committee Report.

Career development and learning

13. Develop and maintain a web-enabled 'road map' applicable to all employees for career development and learning, built on the best of existing tools and practices.

14. The Joint Career Transition Committee program be stabilized and supported.

15. Unions be proactively engaged on issues of career development and learning. Consideration be given to using, among other avenues, collective bargaining, the National Joint Council, formal consultations, and involvement in occupational community initiatives.

Harassment and discrimination

16. (a) The Treasury Board Secretariat policy on Harassment in the Workplace be reviewed with a focus on streamlining the processes and resolving conflicts at the earliest possible stage. The definitions of harassment and the abuse of authority be clarified.

    (b) A government-wide communication strategy be developed for the announcement of the revised policy on harassment and discrimination. Existing material on a harassment-free workplace be published, and links established on the Treasury Board Web site to facilitate the sharing of material and raise awareness.

(c) This communication strategy should include information on handling perceived harassment by clients

17. Employees require access to timely redress respecting harassment and discrimination. Urgent attention be given to resolving the impact of recent decisions with the current grievance process.

18. (a) Unions and Central Agencies jointly develop mandatory training modules and awareness sessions on harassment, conflict resolution and a respectful environment.

(b) Determination of method for delivery be made in consultation with departments and agencies.

19. A model for a graduated scale or continuum on equity such as the model Trevor Wilson, TWI Inc. advocates, be adopted as the government norm for measuring progress on discrimination and inclusiveness.

20. All departments/agencies be encouraged to use early conflict resolution mechanisms, such as those provided by the Department of Justice Office of Conflict Management.

21. The next Public Service survey should have clearer questions on harassment and discrimination.

General Recommendations

22. All departments/agencies integrate human resources, including career development and learning, into their business plans and report on them in their *Report on Plans and Priorities*.

23. Performance agreements of all executives and managers include ongoing commitments on employee development, balance of their own and their employees' professional and personal lives, fairness and transparency in selection processes, and learning in and demonstrated support for policies against harassment and discrimination.

24. Survey Follow-up Action Advisory Committee resume in the Fall to address the next Public Service Employee Survey including:

- Reconfirmation of principles and connection to the Framework for Good Human Resources Management in the Public Service;
- Overseeing design of second survey;
- Ensuring union/departmental/agency involvement.

25. Deputy Ministers and Agency Heads consult all employees by December 2000, to confirm action resulting from the survey follow-up, asking the following questions:

- Have you discussed the results of the Survey with your manager?
- Has there been action in your:
  - (a) work unit?
  - (b) department/agency?
- Are you aware of any action at the government-wide level?

1. Introduction

The 1999 Survey of Public Service Employees was the first of its kind in the world–directed to all employees of a level of government–and constituted a Census of the federal Public Service. It generated responses from more than 104,000 federal employees, who responded to questions asking about everything from whether they feel their work is important, to their satisfaction with career development opportunities, to whether they felt they have been subject to discrimination.

The survey took place at a time when expectations for improvements in the federal workplace are high. The federal Public Service is coming out of a period of Program Review, which led to the elimination of 50,000 jobs and the transfer of another 50,000 to separate employers, and a lengthy period during which collective bargaining was curtailed and salaries frozen. The survey was designed to take stock of conditions in the Public Service and to identify areas where improvements can be made.

In response to the survey, federal employees said some very positive things. A full 96% said they feel their work is important; 87% are proud of the work done by their unit; 88% like their jobs; and 75% say that their department or agency is a good place to work.

Job satisfaction

- 96% said they feel their work is important
- 87% are proud of the work done by their unit
- 88% like their jobs
- 75% say their department or agency is a good place to work

They also expressed some clear concerns. Fully 49% said that their workload, sometimes or always, is not reasonable. Indeed, workload was cited as an interfering factor by 45% of those who said that they had requested and been denied developmental assignments. A total of 48% of respondents disagreed that their departments do a good job in supporting career development. One-third of respondents disagreed that the process of selecting a person for a position is done fairly in their departments or agencies. And 20% of respondents said that they had experienced harassment in the workplace at some time; 18% had experienced discrimination. Perhaps of greatest concern, 58% of respondents indicated that they do not believe senior management will try to resolve concerns raised in the survey. We also note that approximately 80% of operational employees did not respond to the survey.

Major issues

- 49% said their workload is *not* reasonable
- 48% said their departments do not support career development
- 33% said the process of selecting a person for a position is done unfairly
- 20% said they had experienced harassment
- 18% had experienced discrimination
- 58% do not believe senior management will try to resolve concerns raised in the survey

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Focusing on service to Canadians

The survey is an important part of efforts to build the Public Service that Canadians need for the 21st century. In the Speech from the Throne, the Government of Canada set out its intention to ensure that Canadians continue to receive the highest level of service from their federal Public Service:

> To ensure that the Public Service of Canada remains a strong, representative, professional and non-partisan national institution that provides Canadians the highest quality service into the 21st century, the Government will also focus on the recruitment, retention and continuous learning of a skilled federal workforce.

The Seventh Annual Report to the Prime Minister on the Public Service of Canada, by the Clerk of the Privy Council and Secretary to the Cabinet, set out in clear terms the raison d'être of all efforts for Public Service renewal, including the survey and related follow-up actions:

> We need to create an environment where all public servants are excited about their work and look forward each day to serving Canadians. We need to attract and retain Canada's best and brightest minds to ensure the best policy advice. We must motivate an entire generation of promising new graduates to consider a career in the Public Service. We must provide all employees with the opportunities and the support they need to develop and learn. We must become more of a learning organization, focussed on continuous improvement. Canadians and parliamentarians deserve nothing less.

Central action is needed

While many of the problems identified by the survey are being dealt with in individual workplaces, some require action from the centre, from the federal government's central agencies, and through concerted action across departments and separate agencies. Others require coordinated efforts in support of particular occupational groups or communities of workers. In all cases, this report addresses the need for action from the centre, to address corporate concerns in the short, medium and long terms.

We believe that significant improvements can be achieved through our recommendations for specific follow-up actions. Some of the actions we recommend require the investment of funds in such things as formal training. Others require a simple change in the way work is done. Still others require additional resources, whether in people or in infrastructure to support coordinated activity across government. We believe that any investments we call for are modest, and that the potential return on investment is great for individual departments and agencies, for Canadians, and for the government as a whole.

Four priority areas for follow-up action across government

The Survey follow-up Action Advisory Committee explored possible responses to problem areas by examining tools and approaches that have been developed by and for the federal government. We also consulted with the Survey Champions in every department and agency and obtained their input on what needs to be done at the corporate level. The Committee initially raised nine

priority areas for potential corporate response and chose to focus on the following four priorities for immediate and long-term action:

- Workload
- Fairness in the selection process
- Career development and learning
- Harassment and discrimination

The other issues included classification, the sharing of information, having a say in the workplace, and creating or maintaining a balance between work and one's personal life. Communications was also identified as a priority issue by Deputy Ministers at the first Survey Learning Event.

Workload is the key issue

While we have identified four priority issues for immediate and longer term action, the evidence we have reviewed leads us to believe that workload is the primordial issue affecting the quality of life in the Public Service of Canada. The survey results indicate that the almost one-in-two respondents who said that their workload is not reasonable also tend to have substantially more negative views of their future career and their workplace. They are also less likely to say that they intend to request a developmental assignment in the future.

There is clear evidence that excessive workload is severely limiting individuals' access to learning and career development opportunities. It increases stress in the workplace and can contribute to negative environments in which harassment and discrimination may be more likely to occur. As individuals feel trapped in a cycle of overwork and blocked careers, they also become more likely to evaluate the staffing system as unfair. We believe that urgent action is required to make workloads more reasonable and to alleviate workplace stress, along the lines we recommend in the next section of this report.

Observations

Review of Legislative Framework

The survey results speak to underlying problems with workplace relationships in the Public Service. The current legislation and regulations provide a framework that imposes a great number of rules and procedures that discourage collaboration between management, employee representatives and employees on the priorities identified by the Survey. As individuals work to comply with rules, they tend to lose the desire to develop solutions based on the shared values and interests of managers, employees and their representatives. Effective consultation and collective bargaining can provide the problem-solving venues needed to address many issues brought to light by the Survey. We believe that longer-term solutions lie in putting in place the appropriate structure to support this. This may require a review of the legislative framework with a view to creating more flexible, less prescriptive legislation that empowers the parties to resolve workplace issues.

Impact of Separate Employers on Career Mobility

While we address issues in federal departments and agencies, we are also concerned about action in separate employer organizations, in particular with respect to career development. We would like to see the federal government develop a way to support mobility between separate employers and departments and agencies. This can be of benefit to employees throughout the larger federal workforce. With the advent of alternative forms of service delivery and the creation of separate employers, the potential for developmental opportunities has decreased. Because the different employers operate under different legislative and human-resource regimes, special action needs to be taken to ensure that barriers to mobility are eliminated.

Universal Classification System

We are also concerned that new human resources systems be implemented in ways that support employee development. We would like to see the federal government use the opportunity provided by the introduction of the Universal Classification System to change the staffing and career development culture. With the move to fewer occupational groups and fewer levels there will be more opportunities for lateral mobility. If employees and managers can see the advantage of a career with more solid, broadly based experience and if we can streamline the promotional process, we believe we can change employees' negative attitudes toward staffing and developmental opportunities.

2. Workload and Overtime

Excessive workload and unpaid overtime hours are pervasive problems in the Public Service of Canada, according to the survey results. Forty-three percent of responding employees reported they had to work unpaid overtime at some point in the previous year. Thirty-five percent of respondents said that they feel they cannot claim overtime for the extra hours worked.

The numbers are higher still among people earning higher incomes (over $50,000/year), those working in professional or executive positions, and those who have at least a Bachelor degree.

Excessive workload

43%	worked unpaid overtime in the previous year
35%	feel they cannot claim overtime for extra hours worked

The problem of excessive workload and unpaid overtime arises in departments and agencies small and large, in the National Capital Region, in regional and local offices across Canada, and in offices outside the country. It is experienced by workers with 20 or more years in the Public Service and among recent graduates new to the workforce. While the problem must be dealt with at all levels, it is worrisome that young people's initial introduction to their federal-government careers has the patina of unvalued work time. We note anecdotal evidence that some job applicants are questioning overtime requirements in the Public Service as awareness of the survey results builds.

This is a core issue

The problem of excessive workload and overtime is related to so many others, including all of the priority areas we identify in this report.

When people are overworked, managers hesitate to send anyone on developmental assignments, so individuals experience career blockage.

Workload that never seems to let up prevents people from taking necessary training.

Managers overburdened with priorities feel the need to staff positions quickly, usually with term employees or through deployments, and assign some work to consultants; staff then feel they have missed opportunities through practices that seem unfair.

People who are overworked can also feel vulnerable to abuse; a comment that might be challenged and quickly clarified or dealt with by someone who is feeling strong may become a sore point with someone who is stressed. That, combined with career blockages or unfair treatment of some kind can be considered harassment.

Addressing the workload issue can, we believe, lead to improvements in all four priority areas.

There are fewer employees to do more work

With the reductions in the size of the Public Service over the past decade there are many fewer employees available to do the same amount of work or more. The size of the Public Service has

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With the reductions in the size of the Public Service over the past decade there are many fewer employees available to do the same amount of work or more. The size of the Public Service has

declined by about 100,000 people while the Canadian population has expanded and people's expectations of government are rising. The work must be done to an exacting standard, people want prompt and efficient service for the tax dollars they invest, and federal employees are expected to be ever vigilant to watch for any misuse or overuse of public funds. With fewer resources, it has become more difficult to maintain existing programs and services while responding to the political realities of the need to deal with new priorities.

The demand for new work comes from many sources, with central-agency requirements being only one. Deputy Ministers must respond to the requirements of the government's political masters of the day. Senior executives must fulfil the mandate of the department. Middle-level managers must cope with shifting priorities as they manage dwindling staff resources. And employees want to be able to meet all the demands placed on them with a sense of pride in the contribution they are making to public service—the answer to the first question of the Survey demonstrated this sense of satisfaction.

The impact on the Public Service at large

The culture of excessive workload starts at the top and is inculcated through all levels. The problem needs to be addressed at the macro level, by central agencies, as well as within individual departments, agencies and work units. The mandate for cultural change, however, starts at the centre. A new cultural norm must be created that values employees' personal and family lives as much as their professional contributions. The imperative for change must come from the highest level. We believe that this issue is so important that it merits the attention of all Deputy Ministers and Heads of Agencies, and the Clerk of the Privy Council, all of whom, we believe, are prepared to act on it.

Action on this issue is central to the ability to sustain the organization at the broadest level. If the Public Service of Canada has innumerable pockets of overworked and over-stressed employees, the organization can develop weaknesses. Top employees may opt to work instead for organizations that can pay them much more highly for this level of dedication. Some people may become ill. Others may experience problems at home because they are not able to put the time needed into relationships with their children, partners, friends and extended families.

The problem is particularly acute at the executive level. Employees in the Executive group reported more dissatisfaction with respect to workload than any other group responding to the survey. These employees are not covered by collective agreement provisions on overtime. They are much less likely than any other group of employees to opt for flexible work arrangements such as a compressed work week that enables people to complete a full week of work in fewer days each month, or in telework or part-time arrangements. Their model of excessive work hours, the belief that they must always be available if they are not in meetings or travelling, and their lack of flexibility in their own work arrangements are a negative influence on staff who are dealing with excessive work pressures of their own. If the cultural norm in a work unit is to work evenings and weekends, take no holidays and see no alternative to full days in the office, that is the model employees will try to emulate. The inevitable consequences are stress and overtime.

The overtime bill must be tallied

Because what gets measured gets done, we believe it is imperative that the Public Service of Canada finds out just how much overtime is being worked. The question of whether the overtime bill should be paid is not a question. It is a requirement of all collective agreements. Overtime must be paid, whether in salary or time off. Our prescription is as follows:

1. Measure the amount of overtime being worked and determine its monetary value.
2. Control overtime by looking at alternatives wherever possible.
3. Pay for the overtime that must be worked, whether the pay is in salary or time off.

Dealing with excessive workload

There are various ways to deal with excessive workload without requiring constant overtime from employees. The government must decide whether more people should be hired in specific areas to handle new programs, improve service levels or respond to numerous emerging priorities. While we appreciate that the Public Service must be prudent with taxpayers' money, we believe that it makes good business sense to staff initiatives sufficiently so that service standards can be met and appropriate vigilance be provided for programs and services. We suggest that pools of indeterminate employees be created in many occupational groups. These employees would be available for short-term assignments to departments and agencies needing more human resources for a specific period of time. These assignments would provide the employees with opportunities for career development as well as greater job security.

Fewer people, more work

The downsizing exercises eliminated many support positions, among clerical and secretarial staff, for example. At the same time, new programs were introduced and technology advanced to a level that allowed individuals to turn everyday papers and products into A+ efforts. Today, people at all levels of the organization are expected to be technologically literate in a number of computer applications and to be able to produce polished final products. When things go wrong, however, the Public Service ends up paying scientists, lawyers, supervisors and engineers to figure out what has gone wrong with a software program.

It may be too late to put back in the bottle the genie that allows organizations to turn simple information sessions into multi-media experiences, but it's not too late to reassess work processes. Individuals need to be empowered to decide whether they need to produce an A+ product–a deck that summarizes a report, accompanied by informative commentary by the resident expert–or a standard product such as a three-page summary that provides context and highlights key findings.

Today's Public Service works collaboratively on almost all issues. Interdepartmental committees are the norm for complex subjects that cross the mandates of individual departments and agencies. And ongoing consultation with stakeholders and interest groups is a fact of life for people in policy-development and program-management roles. Internally, the Public Service has learned that such collaboration is useful to avoid duplication of effort and to maximize the impact of actions taken under related programs. Collaboration also helps build positive

relationships. This is essential in matters of labour-management relations and in dealing with difficult issues where competing interests must be reconciled.

These work-process innovations come with a cost. They are time-consuming and complex. While technology allows workers to communicate instantly with colleagues in other departments, elsewhere in the country or the world, it also raises expectations for timely and complete information. Participants in collaborative processes expect to receive complete information quickly. What the technology cannot do, however, is speed up individuals' abilities to produce excellence. Good policy recommendations take time to develop; thorough program terms must be developed carefully; analysis of complicated issues takes time. The burden of technology is that people sometimes bypass thoughts of the time needed to do work well, focusing instead on the idea that the information should arrive quickly. Quality takes time.

The impact on employees

To meet deadlines and service standards, the smaller Public Service of the 1990s resorted to the hiring of short-term workers and contract personnel. This "contingent" workforce has increased significantly in recent years. At the same time, full-time employees have lost out on these assignments and the opportunities for career development that they represent. We would like to see new arrangements introduced, such as the creation of pools of indeterminate employees, that would help departments and agencies meet short-term workload increases while providing developmental opportunities for employees.

Excessive workload also has a negative impact on individuals' health as it builds stress. While studies have not yet been done on this issue, we believe that it would be useful to establish a baseline of the use of sick leave and disability claims related to stress. The Public Service needs to know about the impact of work stresses on its employees. By establishing a baseline today we can establish whether new initiatives to deal with workload have a positive impact in future years.

Recommendations on workload and overtime

1. Deputy Heads of Central Agencies take the lead, followed by Deputy Ministers and Heads of Agencies, on managing priorities by developing a priority-setting process for integrating initiatives, assessing the compounding effects of multiple priorities, the reasonableness of deadlines and timeframes, and the impact on employees.

2. Deputy Ministers and Heads of Agencies reinforce the overtime provisions of collective agreements and create a climate in which overtime is not an automatic response to workload problems.

3. Deputy Ministers, Heads of Agencies and their senior management teams take ownership of the workload issue and all those who manage others walk the talk on policies for work – personal life balance. Supervisors and managers at all levels who enable employees to balance their professional and personal lives should be rewarded.

4. Managers at all levels proactively raise issues of balance between individuals' professional and personal lives. Ones means is to offer flexible work arrangements. If individuals or groups of employees are denied access to these arrangements, managers document the reasons.

5. A review of all current corporate level committees be conducted to reassess their continued relevance, clarify their mandates and time frames, improve ways of working together and reduce duplication of effort. Work methodologies should be adjusted to achieve collaboration without excessive burden on employees working in these collaborative arrangements.

6. An organization and methods study be conducted as a pilot on the use of e-mail and other technological communication tools to ensure that they serve to reduce workload, not increase it. A government-wide protocol be developed with supporting training programs to ensure the efficient use of technology.

7. (a) Legitimate and well-documented requests for human resource increases to manage new and ongoing programs be recognized and supported. An impact statement on human resources should be included in all Cabinet Submissions, Program Integrity and other budget exercises, and reinstated in all Treasury Board submissions.

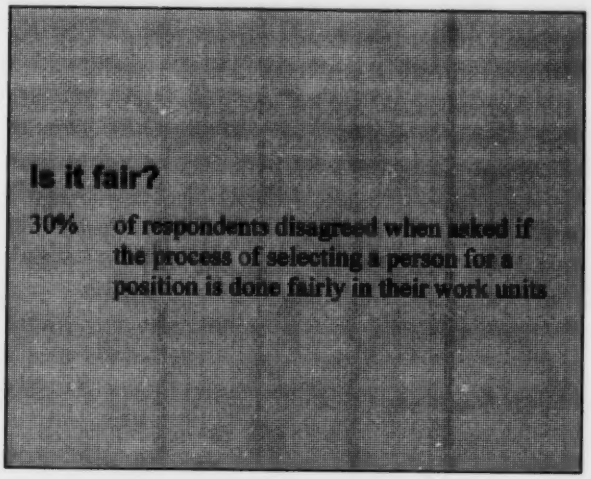
   (b) Dedicate a fixed minimum amount of dollars provided to Government-on-line and other external service improvement initiatives to support employees through the necessary training and skill development to provide these new on-line services.

8. A study be conducted on stress in the workplace under the auspices of the National Joint Council to establish a baseline on stress-related leave and the impact of stress on productivity.

9. Seriously explore the possibility of establishing corporate pools of indeterminate employees available to departments/agencies for short-term assignment resulting from excessive workloads.

3. Fairness in the Selection Process

Fully 30% of survey respondents disagreed that the process of selecting a person for a position is done fairly in their work units. Almost one in three employees think that there is some unfairness in this process. While it can be said that the majority of respondents agreed that the process is fair, an average of one in three employees across the Public Service is, by any measure, a significant number of people who are concerned about a process that is central to their career progression and satisfaction with their employment situation.


Is it fair?
30% of respondents disagreed when asked if the process of selecting a person for a position is done fairly in their work units

There is a lack of fairness and transparency

People talk about a lack of transparency in selection processes. It is not customary for managers to consult with employees and union representatives on their longer-term plans for staffing actions. This leads to a perception of a lack of fairness in the system as people feel that they do not understand the decisions made and actions taken.

The perception of unfairness in selection processes can negatively affect the ability of the Public Service to renew itself, especially when it comes to the recruitment of young people. This must be a modern organization, swift to respond to change and able to adapt to new circumstances. The Public Service is finding that it is able to attract new recruits, among young people who have a sense that they want to serve the greater good, among people working in some non-profit organizations, who wish to increase their job stability, and among people who want access to the tremendous potential scope for a varied and interesting career that the Public Service of Canada can offer. It is a potential that must be met.

The Public Service Commission is about to announce a series of measures to simplify existing systems, streamline procedures, support managers in the process, and improve the transparency of the system. They are working at creating a "Values-based Merit Framework," which addresses values and processes related to the staffing system as well as the system itself. While these changes are welcome, and more fundamental changes to the system may also be in the offing, they are likely to take years. The system needs additional support now.

We suggest that, across the Public Service, measures be taken immediately to improve transparency so that we can address the issue of perceived fairness. In line with the model of collaboration and openness that we recommend in all follow-up actions to the survey, we suggest that managers meet with union representatives and employees to discuss plans for staffing actions over, say, the coming year, including informal staffing measures such as developmental assignments.

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Consultation before the fact can go a long way to reducing perceptions of unfairness. Such openness and transparency might also reduce the likelihood of appeals of the outcomes of formal processes.

We were impressed with the work of the Joint Employment Equity Committee of the National Joint Council who have produced a report offering recommendations to improve support to equity group members through changes to workplace policies and procedures. These recommendations will have an impact on both fairness in the selection process and on the broader issue of discrimination and inclusiveness.

Recommendations on fairness in the selection process

10. (a) All hiring managers proactively consult with employees and employee representatives on overall staffing strategies to increase fairness and transparency in the staffing process.

    (b) All Deputy Ministers and Agency Heads regularly consult with employees and employee representatives on ways and means to make their organizations' staffing systems more transparent and inclusive.

    (c) The Public Service Commission and departments/agencies work together to increase employees' confidence in the fairness and transparency of the selection process.

11. Staffing be regularly audited and/or monitored by departments/agencies, specifically with respect to openness and communications with staff, and employees' access to developmental opportunities, especially in groups such as operations where there is a particularly high perceived lack of fairness. Results be shared with employees and their representatives and remedial steps taken as required.

12. Support be given to the general findings and any endorsed action plan coming out of the National Joint Council's Joint Employment Equity Committee Report.

4. Career Development and Learning

The third generation of leaders will use career development as a standard measure for Employers of Choice. Career tools attract and retain employees. The Public Service has occupational groups ranging from park wardens and nurses to technicians and mathematicians. The promise of a varied and progressive career is not always fulfilled, however. The survey showed a fair degree of frustration with career prospects and learning opportunities in the Public Service.

Career prospects

69%	are satisfied with their careers
43%	believe they have a fair chance at a promotion
37%	asked for a developmental opportunity in the previous 3 years
69%	said they need to learn more about career planning

While 69% of employees are satisfied with their careers, only 43% believe they have a fair chance of getting a promotion, given their skills and experience. A full 37% had, in fact, asked for a developmental opportunity in the previous three years, a clear indication that a sizeable number of people are interested in working toward a promotion. Even more are thinking about the possibilities for the future of their careers: 69% said that they need to learn more about career planning.

Today developing a career path within government is not an easy task. What's the right thing to take? Public Service employees can use several means. They can take advanced courses and develop new skills and abilities. They can apply for promotions. And they can request developmental opportunities, usually involving a transfer or deployment into a position at the same level where they can learn about new programs or policies, take on additional or new responsibilities, and see how they fit into a new organization.

While applying for a promotion is a straightforward matter, there is a perception that there are many fewer opportunities for promotion today compared to a decade ago or more. And, while training opportunities are important, as discussed below, it is developmental assignments and other informal learning opportunities that are perceived to be the preferred and most available avenue to promotion and career development today.

The Public Service career path

The period of Program Review disrupted and fractured traditional concepts of career planning in the Public Service. Today, the development of a career path in the Public Service is not straightforward and many employees are unclear about how they can proceed. The 69% of employees who indicated that they need more information about career planning may be unaware of how to find the opportunities they need.

We believe that all employees at all levels need some guidance and some ideas about how to create satisfying careers in this large and varied workplace. Perhaps a simple and short guide would be helpful to employees and managers. We would suggest that any guide include some easy ideas such as:

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- inviting employees to attend meetings to observe how the Chair operates, where the Chair is particularly effective;
- shadowing a more senior employee for a couple of hours a week;
- mentoring more junior employees;
- volunteering for special projects;
- taking the lead on special-purpose task forces within the unit, branch or department; and
- giving different employees lead responsibilities in various team assignments.

Any guide should also direct people to the many other pieces of information and tools developed to assist people in furthering their careers. Web site addresses, for example, would be useful, as would be the names and availability of other guides and tool kits. We need to enhance our "career consultant capacity" with people who have knowledge of Public Service career opportunities. People truly need guidance and support to create satisfying careers in our workplace.

The need for bridging programs

The Public Service must capitalize on the full potential of its employees. It must also ensure that, as its population ages along with the aging of the baby-boom generation in the country as a whole, it retains the wisdom of decades of experience. There is a need for more bridging programs for employees in support categories who want to develop their careers, and for initiatives to retain corporate memory as increasing numbers of long-term employees retire in coming years.

The CS (Computer Science) bridging program provides administrative support employees who demonstrate an aptitude and interest in working in information technology with a two-year program of formal education and work placements. At the end of the two years, the employees are qualified to work at the CS-1 level. This model can be emulated in support of other occupational groups facing shortages in the future. It serves as well to open up possibilities for advancement among groups of employees who otherwise might be limited in their potential to find opportunities to build new skills and abilities.

The Joint Career Transition Committees represent a good model of collaboration between management and the unions in support of vulnerable categories of employees. Established during the downsizing initiatives associated with the Program Review exercise, the Committees provide employees with training information and opportunities to acquire skills that they can apply to jobs within and outside the Public Service. The Joint Committees require program stability to continue this important work.

We are impressed by the Career Opportunity System that has been created by the Joint Career Transition Committees, an Internet-based system that allows employees interested in developmental opportunities to post their resumes. Similarly, managers who have such opportunities to offer can post them on this site. The site simply helps people connect to opportunities. It does not replace any formal methods related to job competitions, focusing

instead on informal, temporary placements. This is an effective way to give employees and managers centralized tools that they can use on their own initiative.

The Public Service can also consider the possibility of introducing flexible arrangements to entice recent retirees back into departments and agencies that can benefit from their long experience and expertise.

Recognizing the value of developing employees

How can we show that developing careers is good for the future of the Public Service? One response is to formally recognize managers who support employee development. Perhaps we enhance their accountability through the performance review process?

We also need management decision-making regarding access to time and financial support for learning and career development activities to expand to a greater horizontal focus. The governments' future human resource needs requires the attention, collaboration and contribution from all departments.

An equitable approach to allocating tra ıg opportunities

While developmental opportunities are learning opportunities, there is always a need for more directed training for employees at all levels. When a new procedure or policy is introduced, for example, the employees who have to apply it may need formal training in how it should work. Employees also need access to training in such areas as communication skills, negotiation techniques and team building, for example. Unions should be proactively engaged on issues of career development and learning and in occupational community initiatives. Their involvement on community committees like Science and Technology has been most helpful.

There is much discussion in the Public Service on how to make the allocation of training dollars equitable for employees. One suggestion has been to allocate a set amount for each employee each year, say $2,000. Another idea is to set aside a percentage of the amount of the salary budget or minimum number of days and state that this will be used for learning. We could also send a strong message by establishing individual learning and career development accounts. By announcing a minimum percentage of budget allocation or a minimum number of days required for career development we would demonstrate its important role in peoples' daily work. Variations of employee training fund entitlements could allow people to save up entitlements over several years so that they can save up to take a particularly expensive course later on.

Mobility, for the purposes of career development, is another area that requires us to rethink our travel and relocation regulations. We need to create new policies that reflect trust and true partnerships with employees.

There are fairness and equity issues associated with any approach to quantifying training budgets. We believe that the issue should be discussed by managers, employees and unions. Employees should be encouraged to manage their training needs and their career development by creating learning plans to identify their immediate needs and future requirements. Learning plans should be updated at least annually as part of, but not limited to, the performance review process.

Any approach to planning training and development should not lose track of the importance of such simple means as mentoring, stretch assignments and regular performance feedback. Not all training requires new money.

Recommendations on career development and learning

13. Develop and maintain a web-enabled 'road map' applicable to all employees for career development and learning, built on the best of existing tools and practices.

14. The Joint Career Transition Committee program be stabilized and supported.

15. Unions be proactively engaged on issues of career development and learning. Consideration be given to using, among other avenues, collective bargaining, the National Joint Council, formal consultations, and involvement in occupational community initiatives.

5. Harassment and Discrimination

Harassment and discrimination in the workplace may be related problems–in that in each instance an individual feels aggrieved at the actions of another–but there are important distinctions between the two. Harassment in the Public Service of Canada has been found to be predominantly the result of problematic interactions between peers, between employees and managers, employees and clients or employees and contractors, based on sources other than the Survey. Discrimination relates to a lack of respect for diversity, sometimes leading to unfair treatment by individuals or institutions.

A lack of respect

20% **said they had experienced harassment in their work unit**

18% **had experienced discrimination in their work unit**

While the two problems require different solutions, the solutions for each can complement those of the other. In both cases the creation of a respectful work climate can go a long way to avoiding inappropriate treatment and the acceptance of diversity in all its forms can lead to much less potential for abuse.

The survey results showed that, while only about 0.2% of Public Service employees launch formal harassment complaints in a year, 20% of respondents said that they had experienced harassment in their work unit. The question did not ask if that harassment occurred recently or long ago. People with disabilities and people working in operational occupations were more likely than the average to report some history of harassment. Similarly, 18% of respondents said that they had experienced discrimination in their work unit. Aboriginal persons, people with disabilities, members of visible minority groups and people working in operational occupational groups were more likely than the average to report some history of discrimination.

The experience of these individuals contrasts with overall perceptions as shown through the survey. A full 87% of respondents said that they believe that every individual in their work unit is accepted as an equal member regardless of race, colour, gender or disability. In fact, the reality experienced by the majority may be very different from that of members of certain minority or occupational groups.

Diversity must be managed effectively

One key to avoiding discrimination and harassment in the workplace is to introduce policies and mechanisms for the effective management of diversity. In a well-managed workplace, one person's characteristics will not lead to problems for him or her. The environment that works for some will not create problems for others.

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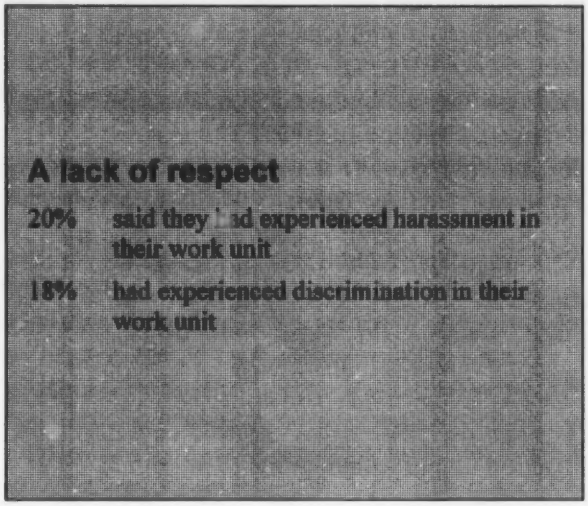
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where they fall on a continuum of diversity management: Are they simply setting rules? Or are they incorporating the principles of effective management of diversity into their everyday operations, policies and procedures? Effective management of diversity is essential to creating a foundation of respect for all interactions in the workplace. The new tool will help federal organizations identify areas where they have made good progress and areas where they need to improve. We believe that the new Diversity Diagnostic Tool can be helpful to federal organizations, and will enable departments and agencies to determine the degree to which diversity is accepted in the workplace.

The workplace must be respectful

In addition to accepting diversity, workplaces must be respectful. There are many things that can be done to indicate that diversity is welcomed in the workplace. The Department of Indian and Northern Affairs, for example, has built kumiks in headquarters and regional offices so that employees can hold tobacco ceremonies. The senior levels of that department also model behaviour that they want emulated throughout the organization. Elders are brought into weekly management meetings, for example. The message to employees is clear:

- these traditions are different;
- it is your job to create a workplace where they will be honoured;
- this brings richness to our endeavours.

Training is needed

Based on the presentations made to the Advisory Committee and the information brought before it, we believe that all orientation sessions and supervisory and management training programs should include modules on harassment and discrimination. These training modules should be developed centrally with the involvement of unions. Training sessions should also be made available on the Internet so that organizations can download them and adapt them to their needs.

The Public Service is currently revising the policy on harassment, including a review of the definition of the term. We believe that this review is timely and important. It is crucial that people in the Public Service share an understanding of what harassment is and how it should be dealt with. Because harassment can come from people outside the Public Service, it is important to set standards for how employees can deal with contractors and clients who mistreat them. Provisions can be built into consulting contracts and service standards. Employees need to know what they can do when confronted with anger or disrespect.

When the policy is finalized, we would like to see innovative approaches to communicating its content and intent to all employees. Given that operational employees have experienced more problems than others, central agencies should be sensitive to the fact that these individuals may not be in a position to take a half-hour off the job to read a 20-page booklet on the subject. Instead, the availability of short orientation sessions may be more useful.

Conflict resolution mechanisms should be widely available

When harassment is a fact, people need somewhere to go. This applies equally, of course, to unionized and non-unionized employees. While there are many models of ombudsman offices, we were made aware of efforts by the Department of Justice Centre for Conflict Resolution to provide a neutral space for employees facing a difficult situation related to the workplace. In that department, employees can go to an office off site and get advice on how to deal with a difficult colleague, boss, consultant or client. In fact, it is possible that both parties in a dispute will visit the office; each will receive confidential advice and information. The goal of the Centre is to help the parties reach a resolution that enables them to continue to work together. This can be particularly helpful in cases where, for example, an employee is offended by the remarks or actions of someone with whom they have previously worked well. People don't necessarily want to sever work relationships when there is a problem. They want to be able to work in peace. That this should happen is to the benefit of the workplace as a whole and to other employees working there.

Consideration should be given to the possibility that existing conflict resolution mechanisms be modelled across the Public Service and that they be made available to small agencies so that additional resources do not have to be allocated for this purpose.

Where a situation is so serious that it precludes the reestablishment of an effective working relationship, consequences for the perpetrator should be clear. It is important for recalcitrant individuals to know that their actions have consequences. Harassment and discrimination are unacceptable behaviours in the Public Service of Canada.

Human rights grievances

While conflict resolution mechanisms are helpful as means of early intervention, there are instances where workplace conflicts will be pursued through grievances and other formal redress mechanisms. We are concerned, in the aftermath of recent decisions by the Federal Court of Canada, that Public Service employees no longer have access to the grievance procedure. Instead, they must address their complaints to the Canadian Human Rights Commission and begin a lengthy process of investigation and consideration of their case. Public Service employees are now the only unionized employees in Canada who do not have access to the timely grievance procedure to deal with human rights problems.

Recommendations on harassment and discrimination

16. (a) The Treasury Board Secretariat policy on Harassment in the Workplace be reviewed with a focus on streamlining the process and resolving conflicts at the earliest possible stage. The definitions of harassment and the abuse of authority be clarified.

    (b) A government-wide communication strategy be developed for the announcement of the revised policy on harassment and discrimination. Existing material on a harassment-free workplace be published, and links established on the Treasury Board Web site to facilitate the sharing of material and raise awareness.

(c) This communication strategy should include information on handling perceived harassment by clients.

17. Employees require access to timely redress respecting harassment and discrimination. Urgent attention be given to resolving the impact of recent decisions with the current grievance process.

(a) Unions and Central Agencies jointly develop mandatory training modules and awareness sessions on harassment, conflict resolution and a respectful environment.

(b) Determination of method for delivery be made in consultation with departments and agencies.

19. A model for a graduated scale or continuum on equity such as the model Trevor Wilson, TWI Inc. advocates, be adopted as the government norm for measuring progress on discrimination and inclusiveness.

20. All departments/agencies be encouraged to use early conflict resolution mechanisms, such as those provided by the Department of Justice Office of Conflict Management.

21. The next Public Service employee survey should have clearer questions on harassment and discrimination.

6. General Recommendations

As we received our recommendations on the four priorities, we have identified a number of recommendations that are more general in nature and respond to all these priorities.

Firstly, the intent of a number of our recommendations is to ensure that in a rapidly changing world the people issues facing the federal government are given as much emphasis as the program and policy issues. We know that Deputy Ministers and Heads of Agencies share this concern. We believe that the best results in policy development and in program delivery are due directly to the efforts and dedication of a well-motivated and well-trained workforce. Therefore, we see an opportunity, as the federal government moves to a more focussed approach to business planning and reporting, to ensure that human resource plans become an integral part of these plans. Business plans should integrate, not add as an appendix, specific sections detailing the career development and other workplace issues critical to ensuring that employees can deliver results.

We also see an opportunity in the new Performance Management Program for Executives to include ongoing commitments in the performance agreements of all executives with respect to their plans for responding to the key issues raised by employees in the survey. We also believe that the performance agreements of all managers at all levels should include such commitments.

Our final two recommendations deal with the next steps in preparing for the next Public Service employee survey.

As a first of its kind, the Public Service Employee Survey broke new ground. It has become a learning tool in itself as we discover the types of questions that elicit the most useful and informative answers, and as we perfect the methodology of such a large endeavour. With substantial input from the Survey Champions, we will need to prepare for the development of the next survey. We have found the work in this Committee to be rewarding and productive. We believe that the Committee should continue to provide guidance and advice in implementing the next survey.

To guide the development of the next survey and to ensure that the Public Service builds on the results of the 1999 Survey, it is important for departments and agencies to assess the effectiveness of their follow-up actions. This can and should be done at the level of the work unit and across the entire department of agency. We recommend that a "mini-survey" be conducted by Deputy Ministers and Heads of Agencies to ascertain whether employees have been and continue to be engaged in a dialogue for change since the survey results were published.

General Recommendations

22. All departments/agencies integrate human resources, including career development and learning, into their business plans and report on them in their Report on Plans and Priorities.

23. Performance agreements of all executives and managers include ongoing commitments on employee development, balance of their own and their employees' professional and

personal lives, fairness and transparency in selection processes, and learning in and demonstrated support for policies against harassment and discrimination.

24. Survey Follow-up Action Advisory Committee resume in the Fall to address the next Public Service employee survey including:

- Reconfirmation of principles and connection to the Framework for Good Human Resources Management in the Public Service;
- Overseeing design of second survey;
- Ensuring union/departmental/agency involvement.

25. Deputy Ministers and Agency Heads consult all employees by December 2000, to confirm action resulting from the survey follow-up, asking the following questions:

- Have you discussed the results of the Survey with your manager?
- Has there been action in your:
  (a) work unit?
  (b) department/agency?
- Are you aware of any action at the government-wide level?

7. Conclusion

We believe that there is a need to change, in small but important ways, the way the people in the Public Service of Canada communicate as the government goes about its everyday business.

While all of the priority issues identified by the Advisory Committee are complex, and are discussed in much greater detail in the other sections of this report, all can be traced, in some way, to workload. There is a need for greater openness, dialogue and engagement about common interests in workplace well-being and organizational effectiveness at all levels of the Public Service.

As individuals, the Advisory Committee members represent organizations with often widely differing views. As a committee, we worked to transcend these differences and take a global perspective on the problems identified through the survey. While it may have involved some risk, we listened to one another and worked to develop common ground based on a shared vision of a Public Service that treats its employees with respect while maintaining its high standards of service to Canadians. We would like to see that spirit of openness and collaboration emulated across the Public Service. We would suggest that for successful and meaningful consultation between management and employee representatives, the "Principles for Consultation", reflected in the attached Appendix A, be used. It is time for management and unions, central agencies, departments and agencies, and employees to work together to further their common interest: ensuring that the Public Service of Canada is a great place in which to work.

We have attempted, in this report, to put forward practical and simple solutions to some complex problems. We believe that the public service is rewarding; we also believe that most federal employees agree with this statement and are proud of their work and their employer. Our hope is that, as our task ends, our model of collaboration between managers, union representatives, large departments, small agencies and central agencies can serve as an example to all who work to improve our workplace. We believe that we all share common interests. We know, of course, that employees and union members are, in fact, the same people and that managers and employee representatives all want to do their best to the benefit of all Public Service employees. We have found that the very act of exploring difficult issues together helped us develop common views that serve our disparate interests. Our experience as members of the Advisory Committee makes us optimistic that effective action can be taken quickly, even on difficult issues such as those we have explored, to make ours a workplace of choice.

Appendix

Principles for consultation:

For successful and meaningful consultation between management and employee representatives

1. Consultation is intrinsic to good employee/employer relations and must be a first thought, not an afterthought.

2. Mutual respect for the legitimacy and point of view of participants is basic to successful consultation.

3. The parties to the consultative process should be representative of their principals, whether they be employee or management representatives; however, it is recognized that on occasion circumstances may not permit participants to commit their principals to a course of action.

4. It must be recognized that consultation requires a commitment in resources, employees and managers must be given time to allow them to participate; financial assistance may be necessary to support the process (for example, travel expenses for representatives).

5. The initiative to consult can come from either employee or management representatives, the other has an obligation to respond.

6. The agenda and process of consultation should be negotiable; the issues, objectives and constraints should be established from the outset.

7. The outcome of consultation should not be pre-determined; consultation should not be used to communicate decisions already taken.

8. A clear, mutual understanding of the purpose and expectations of the parties to the consultation is essential from the outset.

9. The skills required for effective consultation are listening, communicating, negotiating, and consensus building; participants should be trained in these skills.

10. To be effective, consultation must be based on values of openness, honesty, trust and transparency of purpose and process.

11. Participants in consultation should have clear mandates; participants should have influence over the outcomes and a stake in implementing any action agreed upon.

12. All participants must have reasonable access to relevant information and commit themselves to sharing information.

13. Participants should have a realistic idea of how much time a consultation is likely to take and plan for this in designing the process.

14. Effective consultation is about partnership; it implies a shared responsibility and ownership of the process and the outcome.

15. Effective consultation will not always lead to agreement; however, when there is disagreement, constructive discussion should lead to a better understanding of each other's positions.

16. Where consultation does lead to agreement, participants should hold themselves accountable for results.

Consultation requires hard work, the right attitude and requires a commitment in time and resources.

Annex B

Workplace Well-being Practices by Category

As Identified in Deputy Minister Responses
to the Clerk's Call Letter of February 15, 2000
Regarding Progress on Recruitment, Retention and Learning

Accommodation

Agriculture and Agri-Food Canada adopted a Comprehensive Job Accommodation Policy (CJAP) for employees with disabilities.

Canadian Heritage's Job Accommodation Network and other measures to accommodate persons with disabilities will be used and promoted. An Accommodation policy and a tool kit for managers will be developed to ensure that persons with disabilities are provided with appropriate measures of accessibility.

Accountability

Canada Customs and Revenue Agency is upgrading its policies on performance management and pay at risk to reinforce its accountability regime and to foster a healthy and productive work environment.

Canadian Heritage has ensured that accountabilities for follow through on the Employee Survey have been built into management accords.

The Canadian International Development Agency's performance management action plan includes implementation of the new Executive Performance Management Program, a workshop on managing performance, and development of a new appraisal framework.

At Environment Canada, all managers, regardless of organisational level, are being charged with implementing and sustaining the renewal initiatives within the department, and their performance contracts and accountability accords reflect these obligations.

Environment Canada will implement competency-based management throughout the Department.

Human Resources Development Canada will review departmental performance management practices and design the performance culture and supporting management system needed to improve organizational and individual effectiveness.

Industry Canada has initiated accountability accords and upward feedback throughout the organization. Performance agreements between managers and their supervisors are required to contain goals related to the development of staff. In addition, following its earlier

implementation, 360-degree and upward feedback are now commonly used as valued ways for managers to improve their managerial skills.

At the Department of the Solicitor General, the performance review and appraisal process was revised in 1997.

Awards and Recognition Programs

Agriculture and Agri-Food Canada introduces the Diversity Award in June to supplement the award and recognition program. A departmental website honours award winners.

The Canadian Centre for Management Development believes in encouraging excellence in the performance of day-to-day tasks. The Centre has therefore revised its employee recognition policy to include an instant award. This award enables managers to reward employees who, in their daily activities, successfully complete a difficult project, provide exemplary service to the client, assist their colleagues, contribute personally to improving the workplace and demonstrate initiative.

Canada Customs and Revenue Agency plans to implement a Commitment to Learning Award.

Canadian Heritage gave a number of employees recognition awards. The program will be further promoted to reflect departmental values. A new Diversity Award has been introduced during National Public Service Week 2000 to honour a former employee.

The Canadian International Development Agency's Reward and Recognition Program gives special attention to recognizing front-line employees and includes more informal forms of recognition.

Canada Economic Development has a clearly defined employee recognition program. Twice annually, activities organized by the Human Resources Branch highlight the outstanding contributions of employees and work teams.

Environment Canada will review current departmental policies and practices and identify improvements for cultural reinforcement.

Fisheries and Oceans Canada will systematically use its Awards and Recognition Program to advance its agenda.

Human Resources Development Canada is enhancing its appreciation program with focus on recognition and a new departmental awards program.

Industry Canada has given the value of Awards and Recognition prominence through the establishment of the Michelle Comeau Scholarship, a National Leadership Award and broad application of Long Service Awards to supplement other forms of recognition.

The Department of National Defence is reviewing their Reward and Recognition program. The new program is expected to be ready in Fall 2000. However, other programs such as the Realty

Asset Management Award, the Human Resources Award of Excellence and the People Choice Award are on-going each year.

Public Works and Government Services Canada has a well-established rewards and recognition program. It has begun an Incentive Program to retain and motivate translators who are high producers.

The Department of the Solicitor General has revised its awards and recognition policies.

Transport Canada has established an awards of excellence program which includes a specific focus on people management skills.

The Treasury Board Secretariat has work in progress to re-engineer an employee Awards and Recognition Program. A Long Service Awards Program has been launched. In this context, over 300 employees were invited to select a commemorative gift and were later honoured during Branch celebrations. This initiative was extremely well received by all staff.

Western Economic Diversification Canada developed an Awards and Recognition Program, with plans to establish a Deputy Minister's Award and for the operation of regional awards and recognition programs.

Awareness Workshops

The Department of Indian and Northern Affairs Canada is offering mandatory Aboriginal and Inuit Awareness Workshops for all employees. The three-day on-reserve workshops play an important role in sensitizing employees to Aboriginal culture and in fostering relationships among Aboriginal and non-Aboriginal employees.

Career Planning/Development

Agriculture and Agri-Food Canada has a mentoring program pilot with members of designated groups and an Aboriginal counselling program.

Agriculture and Agri-Food Canada will meet its three-year old commitment in June to assist every employee with a personal career plan. Numerous career planning workshops and workshops for managers as career coaches supplement this initiative.

Atlantic Canada Opportunities Agency is offering full-day workshops on career planning. Internal development programs, including an EX-1 Developmental Program and Leadership Refresher Seminars also take place.

The Program Development Division of the Canadian Centre for Management Development is committed to expanding the scope of its programs by adopting a multi-faceted approach. These efforts have greatly expanded the scope of the management career development programs throughout the federal public service.

The Canadian International Development Agency has developed a Career Development Leave Program and Educational Leave Program to allow employees to pursue their career development.

The Canadian International Development Agency's action plan on career development includes access to tools and training, identification of development needs, and generic competencies required for employees in the future.

The Canadian International Development Agency's Employee Mobility Framework fosters and encourages an appropriate level of mobility within the Agency.

Citizenship and Immigration Canada is carrying out a pilot at Headquarters of a movement at level exercise to allow employees to obtain new skills and knowledge.

Citizenship and Immigration Canada will fully develop and promulgate a career management strategy next year and have been carrying out a succession planning process for the last two years to create a pool of candidates at the EX minus 1/minus 2 levels with further expansion next year to EX minus 3 levels.

Canada Economic Development has created a program for evaluating potential for high-demand positions so that employees progress and see opportunities for advancement and development in the organization. The Agency has also reviewed succession planning for the Commerce (CO) group, which represents 43% of its workforce.

Environment Canada will create a career management service for all employees, as well as a network of experienced coaches and mentors.

Environment Canada will implement a succession planning process to EX minus 2.

Environment Canada will promote opportunities such as education leave, career development assignments, attendance at conferences etc. to develop and apply skills to enhance current and future careers.

Environment Canada will create a network of experienced coaches and mentors to support managers and employees.

Finance Canada created a tailor-made Leadership Development Program for executives and future leaders, building a strong performance development system in support of employee development, learning and career planning.

Human Resources Development Canada will develop coaching capacity within the Department's (senior and middle management).

Natural Resources Canada engaged 300 employees from the Administrative Support ranks in a career visioning session.

Natural Resources Canada developed and piloted two career-planning workshops and has also drafted a career development framework.

Several Natural Resources Canada programs are targeted at various groups in the Department such as Science and Technology, Geology, Mapping etc.

Natural Resources Canada is participating in an 18-month, formalized Interdepartmental Mentoring Pilot Program with the Departments of Fisheries and Oceans and the Canadian Food Inspection Agency.

Public Works and Government Services Canada has established an Employee Services Centre dedicated to employees. It has re-instated orientation sessions for new recruits, and career management counselling among other services.

The Department of the Solicitor General has recently conducted a pilot project of a Skills and Education data-base. The pilot gathered information on employees at the PM-6 level. Information was collected not only on skills and education, but also on current and future career aspirations and interests. The information provided by employees related to skills acquired through work as well as other endeavours such as volunteer work.

The Department of the Solicitor General will expand the use of developmental assignments. The Department will take advantage of any opportunity to develop agreements with partners, within the Ministry and elsewhere.

At the Department of the Solicitor General, managers and supervisors are being prepared to assume new roles as coaches and mentors.

Statistics Canada indicates that a major stride in facilitating development has been taken by an initiative to replace individual work descriptions with generic descriptions based on families. In addition, at Statistics Canada, generic competitions are now structured such that an individual's track record is assessed via the corporate memory in aggregate.

At Statistics Canada, a new committee on career streams has been initiated.

Statistics Canada retains a no lay-off "guarantee" to career public servants. The Agency's no lay-off guarantee means a commitment to go to extreme lengths, including redeployment, and retraining.

Statistics Canada conducted a self-identification process and the response rate to the questionnaire was 92%.

Committees/Working Groups

Canadian Heritage has established a Renewal Group of employees at all levels to help create a positive work climate.

Canadian Heritage has six diversity groups including two new groups on the young employee and gay and lesbian employee issues that meet individually/collectively with senior managers.

Canadian Heritage's Renewal Working Group led a workshop to develop corporate commitments to action resulting from the Employee Survey results. They focused on negotiating balance and flexibility around the issues of workload, communications and learning/career development.

Communications

An internal communications steering committee has been established at Environment Canada to assess departmental communications issues and make recommendations to address them.

Community Networks

The Department of National Defence is promoting the creation of a Middle Managers Network which has been meeting regularly and works to resolve issues of concern to the community.

Competencies

Citizenship and Immigration Canada is developing a definition of core competencies for employees.

Canada Economic Development Agency of Canada plans to continue its efforts around the acquisition and improvement of employee competencies through existing skills profiles or those being developed. The Agency will be offering related training programs and activities and will be focusing in particular on training programs in the areas of financial and economic analysis, information technology and the new financial information system.

Canada Economic Development Agency of Canada has developed a skills profile for its managers and introduced a multi-rater evaluation process to enable employees to have input into the performance appraisal of managers and to suggest possible areas for professional development.

The Department of National Defence has several pilot projects underway to identify job-related competency requirements and employee-related competency availability. This process leads to the development of individual employee learning plans based on the gaps identified.

Counselling

The Canadian International Development Agency offers professional and confidential support to employees with work or personal difficulties.

Public Works and Government Services Canada will continue to promote its Employee and Organizational Assistance Program including its Wellness Model and use the program to help take the pulse of the organization.

Daycare

The Department of National Defence is conducting a daycare feasibility study by examining the benefits and costs associated with establishing a daycare facility for dependants of staff at National Defence Headquarters.

Employment Equity/Diversity

Canada Economic Development Agency of Canada ensures that its workforce reflects the diversity and richness of the Canadian population. The Agency has, therefore, thoroughly analysed the data in this area and all managers have received presentations to raise awareness of this issue.

Health Canada has revised it's their appraisal form for executives and supervisors/managers to add two new mandatory sections on accomplishments on compliance with the Tribunal Order and the *Employment Equity Act*.

In recognition of the Department of Indian and Northern Affairs Aboriginal Mandate and goal of being as representative of their partners as possible, initiatives relating to Aboriginal employment have been separated from other Employment Equity activities. This will allow the Department to give greater visibility to Employment Equity with respect to the other designated groups; to continue the focus on the important business priority of recruiting; and to emphasize the important contribution that Aboriginal employees bring to the development of the policy agenda. This is consistent with the Committee of Senior Officials thinking that departments must "base the case for diversity on the business of the organization". The Department is committed to providing an inclusive and diverse workforce.

Industry Canada continues to be active on a number of fronts to broaden diversity but more work remains to be done. The "Aboriginal Employment in Industry Canada" project aims to increase the representation of Aboriginal People in all sectors.

Transport Canada commenced development of a Diversity Management Framework to broaden the scope of initiatives currently aimed at the Employment Equity designated groups.

Ethics and Values

At Environment Canada, a departmental working group has been established to provide guidance and recommendations on values and ethics.

Human Resources Development Canada will develop and promulgate values and ethics documentation to all employees.

The Department of National Defence has established an Ethics Program. The objective of this program is to foster the common values that members of the Canadian Forces and the National Defence employees share with other Canadians and to provide an ethical framework to assist the Department in leading and managing ethically. The program is the focal point for other departmental initiatives relating to ethics and values. As well, an Ethics Advisor has been hired to implement and promote the Defence Ethics Program with the Materiel Group. There is a Materiel Group Defence Ethics Committee in place made up of representatives from all divisions. The framework for implementation of the Program includes a strong training and communication component. Furthermore, the Assistant Deputy Minister, Policy Branch conducted an employee survey of ethics related issues. The findings were made available to all employees in a publication entitled Doing Ethics.

Public Works and Government Services Canada has launched an Ethics Program with a Senior Ethics Counsellor, a statement of ethical values and an ethics development office.

Exit Surveys

Agriculture and Agri-Food Canada is using exit surveys to identify concerns.

Canadian Heritage will conduct exit interviews.

The Canadian Centre for Management Development realizes that losing an employee is like losing a valuable investment. The managers and employees of the Centre's Human Resources Division meet with departing employees to determine the reasons for their decision.

Finance Canada has been conducting exit interviews for the last year.

Health Canada has an exit interview program and is determining from this barriers and areas requiring action.

Human Resources Development Canada introduced a national exit questionnaire in October of 1999.

Justice Canada has re-activated its Exit interview program.

Public Works and Government Services Canada are re-instating their exit interviews.

Harassment and Discrimination/Conflict Resolution

Canada Customs and Revenue Agency is finalizing the review of its harassment policies to address both harassment itself, as defined by the *Canadian Human Rights Act*, and other workplace issues.

Canadian Heritage is working with Justice Canada to put in place a conflict management office to facilitate the positive resolution of issues through informal means and mediation wherever possible.

Canadian Heritage will implement departmental *Guidelines against Harassment in the Workplace* early in 2000-2001 along with information sessions.

The Canadian International Development has reviewed its 1996 harassment policy to better reflect its zero tolerance policy. The Agency has created informal conflict resolution processes, interactive information sessions for all employees and access to an impartial party. Awareness discussions with Branch management committees have been held and a values and ethics dialogue with Branch Heads will take place.

Citizenship and Immigration Canada will integrate values and ethics concepts in all its learning and training initiatives.

Environment Canada will release a new policy on harassment. The policy will be supported by tools. Emphasis will be placed on dispute resolution. Harassment awareness and diversity training will be made available and will be mandatory for all managers.

Fisheries and Oceans Canada's Early Conflict Resolution Program has been extremely well received by both managers and employees. Other initiatives, such as a 360o multi-rater feedback program, have been developed but not completely implemented throughout the Department.

Fisheries and Oceans Canada will implement a series of specific interventions to build a harassment-free, zero-tolerance workplace to respond to employee wishes to work in a healthier environment.

Human Resources Development Canada will promote and develop a work environment that is not tolerant of harassment and discrimination through enhanced awareness, identification of practices which are seen to be consistent with departmental values and then resolving these situations. The Department will introduce and promote alternative dispute and conflict resolution mechanisms.

Given the degree of inter-twining of military and civilian personnel, the harassment issue is more troubling for the Department of National Defence. Consequently, the Department is focussing now on the development of a new harassment policy that could be generally applicable to both military and civilian staff. In any event, this is an area that will require continuous attention at DND. In addition to the Public Service Employee Survey, Department of National Defence and the Canadian Forces have conducted four other surveys on harassment; a one-day event in May 2000 will focus on harassment prevention; and a mandatory training program for dealing with harassment was established several years ago for all military and civilian staff (Standard on Harassment and Racism Prevention). The Department is now doing a re-evaluation of this to make further improvements to it.

The Department of National Defence is implementing a military/civilian Conflict Management Program. Mediation centres are being established across the country as a pilot test. Based on the results of the pilot, additional centres may be established.

Natural Resources Canada launched mandatory, half-day harassment awareness sessions for employees in 1999. To date, 2000 employees have attended.

Public Works and Government Services Canada is launching their respect and conflict resolution in the workplace initiative to focus on the development of a diagnostic tool, and some training, harassment awareness and alternative dispute resolution mechanisms.

The Department of the Solicitor General is taking steps to further explore the results of the Survey by offering an anonymous forum in which to discuss concerns. Awareness of recourse measures will be heightened. The harassment policy will be reviewed. Harassment co-ordinators will be identified and trained. A zero tolerance policy will be communicated and sensitization sessions will be provided.

Transport Canada has revised their harassment policy and developed a related training module.

Transport Canada will advocate extensive harassment and diversity training and explore the feasibility of an Ombudsman function in the Department.

The Human Resources Branch of the Treasury Board Secretariat has developed a questionnaire on harassment and discrimination that is available to all Branches. This questionnaire offers the opportunity to gather additional information, thereby helping to identify concerns and address any issues as quickly as possible.

Veterans Affairs Canada will carry out a follow-up survey on harassment and discrimination.

Western Economic Diversification Canada calls for a conflict of interest and ethics program to be given to all staff this spring.

Health

Health Canada is developing a wellness/teaching lodge for employees in the National Capital Region.

Human Resources Development Canada has Wellness Program Services available in all regions. The Department has developed the Wellness program "My Millennium, My Well-being".

The Department of the Solicitor General, through its Report on Health of the Workplace, that is produced twice a year, examines various health indicators (number of grievances, usage of employee assistance program, leave utilization, etc.) This helps evaluate the internal climate.

The Department of the Solicitor General has a very active Social Committee and will continue to build on past successful activities to support the atmosphere in the workplace.

Human Resources Strategy

At Foreign Affairs and International Trade Canada, a detailed Human Resources strategy has been scoped, costed and prioritized in a detailed three-year implementation plan entitled Putting People First.

In June 1999, the Deputies at Foreign Affairs and International Trade Canada agreed to act on some 200 specific recommendations. A new Assistant Deputy Minister was named solely responsible for Human Resources to spearhead the action.

The Department of the Solicitor General is finalizing a new departmental human resources plan for 2000-2003. The draft has been prepared with extensive involvement of both managers and employees.

Internal Surveys

Statistics Canada has conducted three individual employee surveys on workplace well-being since 1992. Follow-up studies on employees with disabilities and disability insurance and workplace integration were carried out. These studies have resulted in the identification of a

number of recommendations including the establishment of a "virtual" Ombudsman. These recommendations are currently moving through the approval process.

Statistics Canada will continue the tradition of regularly conducting an employee survey on a three-year basis.

Leadership

The Canadian Centre for Management Development offers programs based on a set of 14 leadership skills that, by focusing on the acquisition of competencies in management, teamwork, human relations, interpersonal relations and communications, help managers develop the desired qualities.

The Canadian Centre for Management Development has launched a three-part approach to enhance the ability of managers to exercise the leadership required to retain employees, to create effective workplaces and to help employees learn.

Human Resources Development Canada has developed a roadmap for management and leadership development.

The Leadership Network notes its work at the corporate level to innovate to develop networks of leaders at all levels to capitalise on the power of networks to foster positive change and transmit the values of public service.

Mentoring

Finance Canada has created a two-stage mentoring program for new recruits.

Health Canada has a mentoring program which consists of diversity mentoring workshops and activities such as networking information sessions and mentoring panels.

Justice Canada introduced a pilot mentoring program for employees in the National Capital Region and Quebec region. The Department also continues to recruit very senior legal professionals on a temporary basis from outside the public service to participate in mentoring departmental professionals.

Transport Canada plans to develop a departmental mentoring program to aid in the transference of corporate memory and manage workload issues for mentors.

Official Languages

Finance Canada held a town hall meeting for employees to communicate the new Official Languages policy. The Department has placed a renewed emphasis on EX language training.

Ombudsman

The Canadian International Development Agency's Ombudsman in operation since 1997 provides a neutral and informal mechanism for problem resolution and to alert management to recurrent problems.

The Staff Ombudsman at the Department of Indian and Northern Affairs Canada continues to be an important avenue for employees to raise concerns and reach the highest levels of the organization if needed.

Organizational Development

The Canada Customs and Revenue Agency intends to implement development programs and action plans related to workload, communications, management training, harassment and Employment Equity goals.

Environment Canada will reaffirm and inculcate the departmental vision, mission and values at all levels of the organisation.

Environment Canada will continue to build upon the successful strategies of the past such as having the Environment Management Board approve all major human resources management initiatives, change strategies and related action plans.

Fisheries and Oceans Canada will implement a coherent and conscious approach within the Department that will ensure all communications on management initiatives are marked by: a bias for face to face communication; increased management visibility; and greater reliance on middle managers as key channels for delivering the messages.

Human Resources Development Canada will engage in a variety of efforts to streamline business processes and practices and to optimize the use of technology.

Human Resources Development Canada will conduct an analysis of the impact of span of control.

The Human Resources Development Canada vision and business requirements dictate a framework that is flexible, results-oriented and based on values. Work continues in this area.

At Human Resources Development Canada, youth and student networks have been established and are being nurtured across the Department.

The Leadership Network has developed and implemented a Human Resources Management Framework, which provides direction, performance indicators and results to be achieved.

Natural Resources Canada approved the 3R Strategy (Retention, Rejuvenation and Recruitment) in 1999. The 3R strategy is built on five pillars:

- Continuous learning
- Career development

- Succession planning
- Recruitment
- Employment Equity

Public Service Commission's corporate action plan will include issues related to workload and overtime; career development and learning; harassment and discrimination; and communications.

Orientation Sessions

Canadian Heritage has developed an orientation session being piloted with the Leadership Network. Such sessions will take place on a regular basis.

Citizenship and Immigration Canada is designing a Departmental Orientation Program to support the recruitment exercise now planned.

Environment Canada will establish an orientation program for all employees.

Human Resources Development Canada is revising its employee orientation program.

Human Resources Development Canada will introduce a multi-faceted employee orientation program.

Justice Canada implemented a new orientation program in 2000.

Overtime

Canadian Heritage will provide employees with information concerning the official policy on overtime.

Human Resources Development Canada will undertake to ensure that all employees working approved overtime get appropriate compensation.

The Department of the Solicitor General will develop a statement of management's approach which will provide clear guidelines as to how overtime should be managed.

Retention

Atlantic Canada Opportunities Agency's human resources staff carry out on-site visits to help managers deal with difficult situations and to aid staff in one-on-one discussions contributing to a retention culture.

Staffing

Agriculture and Agri-Food Canada promotes fair and transparent staffing processes by postings on websites; revising areas of selection; adopting the public service competency profiles for executives/middle managers; and revamping management succession planning.

Environment Canada has negotiated a staffing delegation and accountability agreement with the Public Service Commission.

The Learning Advisory Panel (Mobility Action Group) indicates that there are two broad and complementary goals related to mobility:

At the organisational level to enhance the breadth, depth and quality of advice provided to Ministers by growing excellent policy officers; and

At the individual level, to enhance the career and development opportunities available to individual policy officers and ensure the fair and transparent treatment in relation to the appointments process (whether informal or formal)

The Learning Advisory Panel has submitted an action plan.

Survey Follow-up

Atlantic Canada Opportunities Agency's EX Annual Retreat this year included recommendations to support risk taking; build upon a flexible, dynamic and agreeable environment challenging creativity and promoting innovation with sensitivity to work/life balance. The Agency's Executive Committee members are following up on staff recommendations following sessions held with staff.

Following the Employee Survey, the Canadian Centre for Management Development met with all employees to allow each one to express his or her opinion on how the Centre could eliminate identified shortcomings and make improvements. A variety of topics were discussed including the balance between one's professional and personal life, workload, reducing administrative red tape, etc. The Centre will use what it heard during these discussions to finalize its action plan to raise employee satisfaction with their work by June 2000.

To support the building of a strong workforce, the Department of Indian and Northern Affairs Canada - is committed to taking action to address areas in the Public Service Employee Survey where employees indicated concerns. Employees have been provided full access to the Survey results for the Department as well as for their own organizational unit and have been involved in the development of plans through widespread consultation.

Industry Canada's Senior Management has prioritized issues for follow-up, and categorized the actions such as early action, urgent analysis followed by early action and further analysis need. Industry Canada monitors the support and commitment of managers at all levels and will include assessment of post 1999 Survey programs using the performance management process. It will include post-Survey strategies and actions in its *Report on Plans and Priorities* and business plans, and will monitor these as appropriate via its *Departmental Performance Report*.

The Leadership Network is carrying out extensive dialogue with staff with reference to the Employee Survey and will continue measures to maintain the very positive results achieved.

Natural Resources Canada is reviewing three key departmental priorities: workload, harassment and discrimination, and career management.

As follow-up to the Employee Survey, each branch of the Privy Council Office, as well as senior management, held a series of discussions on the results focusing on the problems raised by employees, especially the workload. Senior management has already received presentations from each of the branches on the results of their discussions and their action plans and will be following up in the next few months.

At the Department of the Solicitor General, meetings will continue with employees to discuss openly what steps are necessary to bring about improvements where needed and to identify consciousness-raising activities focusing on these issues.

Work/Personal Life Balance

Agriculture and Agri-Food Canada promotes and facilitates alternative work arrangements, such as flexible hours, tele-work and a compressed work week.

Atlantic Canada Opportunities Agency is offering workshops on Balancing Work and Family Life. The Agency has issued a publication on alternative work arrangements.

Canadian Heritage will provide information on balancing work and personal life through existing alternative work arrangements. Canadian Heritage will initiate a department-wide dialogue on workload and balance during 2000-2001.

The Canadian International Development Agency supports employees balancing work and personal lives through the Workplace Health Committee and the Joint Occupational Health Committee.

An awareness campaign will be conducted at Environment Canada regarding alternative working arrangements. The Department will share best practices, remove barriers identified by employees and managers, hold managers accountable for increased use of alternative work arrangements, and assess child/elder care services.

Finance Canada is regularly reviewing the current situation and implementing measures to complement branch initiatives, e.g. flexible working arrangements, overtime management, information sharing, and employee empowerment.

Foreign Affairs and International Trade Canada, in recognition of the increasing difficulty in living abroad, has recently embarked on the development of a strategy on the health and welfare of employees and their families abroad. The aim of the strategy is to improve the focus of existing programs and activities related to employee well-being, and to develop options for improvements. This could have resource implications.

The Department of Indian and Northern Affairs Canada has a number of Alternative Work Arrangement programs available to help employees balance their work and personal lives. These programs are continuously updated to promote and ensure that all employees can benefit from these flexible arrangements. The internal telework policy has been issued to all employees and the programs can be easily accessed on the Human Resources website.

Industry Canada designed and implemented to help employees in work/life balance various seminars, workshops and support groups. A national working group has also been created to develop an integrated action plan for the Department. In addition, in 1999-2000 more than 1,000 employees, from Headquarters and the regions, attended the luncheon seminars, workshops and support groups designed and implemented to help employees in work/life balance. The Department launched a national stress management program to provide employees useful strategies to get their stress under control and build a supportive network. Furthermore, a national executive work/life balance working group has launched workshops for executives to review best practices and make recommendations on actions to be implemented to facilitate workload management and work/life balance.

The Department of National Defence recognizes the need to provide flexible working arrangements for its employees. The principal arrangements covered by the Alternate Work Arrangements Program are job sharing and part-time work.

The Department of the Solicitor General promotes its policy on alternative work arrangements and assists employees in selecting the work arrangements that are suited to their personal situations and operational needs of the Department.

Veterans Affairs Canada established a Family Friendly Workplace Committee which also includes representatives of other federal departments and provincial organizations.

Workload

The Canadian International Development Agency in looking at workload issues has implemented an action plan for revision of work priorities, review of Agency practices regarding overtime, development of a strategic management framework and revision of business processes.

The most important issue confronting Environment Canada is management of the increasing workload. Priority management will be the key for the future. The Department will conduct a special study of issues related to unpaid overtime and determine what special measures are necessary.

A Fisheries and Oceans Canada survey revealed employee concerns about excessive workload, along with overall dissatisfaction with career opportunities. As a first step in addressing this situation, the Department decided to focus on prioritizing initiatives, which included organizational health, incorporating work already begun to address excessive workload.

All Fisheries and Oceans Canada managers will be asked to assess their unit's ability to: 1) plan in order to avoid crisis management; 2) set clear priorities; 3) delegate and apportion work effectively; 4) review work procedures; 5) allocate resources to priorities; and 6) manage overtime in a fair and consistent manner. This is being done in order to respond to employee concerns that their workload is unreasonable and that their work suffers due to constantly changing priorities and lack of organizational stability.

Fisheries and Oceans Canada will adopt an enduring strategy that supports, channels and rewards the creative energies of all employees in reducing workload. The Department will establish a

framework within which employees will be actively encouraged and supported by managers in finding solutions to workload issues. It will make full use of its employee recognition program and workload reduction initiatives will be considered for the Deputy Minister's Award of Excellence award and consequent department-wide recognition.

Human Resources Development Canada will publish a declaration of guiding principles for workload management.

Justice Canada adopted four corporate objectives to retain qualified public servants, which led to action plans to manage workload issues, i.e., excessive hours of work and travel on weekends.

The Public Service Commission's corporate action plan will include issues related to workload and overtime; career development and learning; harassment and discrimination; and communications.

The Department of the Solicitor General will reassess the current resource levels and workload demands and seek opportunities to obtain Treasury Board's support for additional resources whenever possible.

Veterans Affairs Canada managers are developing local and regional human resource plans with a particular emphasis on workload management.

Veterans Affairs Canada will issue a statement of the Department's philosophy with reference to overtime with a reminder of employees and managers' rights.

Workplace Improvements

Canadian Heritage is working with the Department of Public Works and Government Services to improve the physical work environment.

At Environment Canada, senior and middle managers will commit to improving the quality of the work environment.

Fisheries and Oceans Canada will examine the office space shortage issue, access to fitness facilities and the potential of a workplace health and wellness program.

Human Resources Development Canada will develop and implement an organizational health survey mechanism that enables monitoring of progress related to the key issues in the Public Service Employee Survey. Organizational climate surveys are conducted nationally and in different parts of the Department.

In response to La Relève and to its 1997 internal survey issues, Industry Canada created the People Management Plan, which set out key departmental human resources strategies. The People Management Plan is about a Department that firmly believes its people are its strength. It is about an organization striving to become a workplace of choice. It is about a highly committed and professional workforce that is working together to enhance well-being in the workplace. The plan consists of three priorities with goals and initiatives to bring the Department closer to demonstrating fully the characteristics of a workplace of choice. The priorities are: "Investing in

Our People: Learning and Career Development of knowledge workers"; "Improving Workplace Well-being"; and "Investing in the Organization: Recruiting a Skilled and Representative Workforce".

The Department of National Defence designed the Flight Plan for Life program (FPFL) to ensure that every member of the Air Force team, whether military of civilian, has the best work and family experience possible while retaining operational efficiency. Among other things, the FPFL committees purchase fitness and recreation equipment, renovate daycare facilities, and purchase furniture and equipment for lunchrooms.

The Clerk of the Privy Council sent a communiqué to all employees in January reiterating his support for the themes of comprehensive management of human capital, ensuring a balance between work and personal life, orientation, continuous learning, mobility and transparency.

In April, the Privy Council Office held a Forum for 150 managers at all levels of the organization. The forum generated a series of initiatives aimed at improving the workplace. A report including both corporate and individual suggestions for the secretariats is being prepared.

The Treasury Board Secretariat has conducted three surveys (including the recent Public Service Employee Survey) since 1995 to help assess the management practices and the general health of the workplace. In addition, an Employee Council and an Ombudsman position was created. To ensure ongoing commitment and momentum to the Human Resources Framework, a Human Resources Committee, as a sub-committee of their Senior Management Committee was established. The HR Framework will be linked to the Accountability Framework and to the Business Planning Process.